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ABSTRACT

The main concern of this lecture series is innovation in librarianship. Today's librarian must be more than a technician, more than a collector and storer of materials. Today's librarian must be an innovator. Education for librarianship must stress the diverse community and the ability to understand and work with people of a varied education, social, economic and cultural background. One aspect of education for librarianship which is very effective and well received is direct contact between student and the practicing librarians. This lecture series afforded an opportunity for an interchange between library science students and practicing librarians and it also involved librarians in the Terra Haute area in a form of continuing education. The lectures included in this series are: (1) "School Media Center--Where Next?"; (2) "Aspects of Direct Access and Delivery: Free and Swap, Media Exchange, Pre-Paks"; (3) "Plus One = Service Dividends"; (4) "State and Federal Financial Support for Library Service--Comparison of Priorities"; and (5) "Centralized Cataloging for the Country--Now and in the Future." (NH)

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CHANGING CONCEPT OF SERVICE IN LIBRARIES:

A CENTENNIAL LECTURE SERIES AND SYMPOSIUM

The Centennial Lecture Series and the Symposium were held during the first half of 1970 at the Indiana State University, Terre Haute, Indiana, under the auspices of the Department of Library Science of the University. The Papers were assembled and edited by Dr. Choong H. Kim, Associate Professor of Library Science, who was responsible for arranging the Series and the Symposium.

1970

Indiana State University
Department of Library Science
Terre Haute, Indiana

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In the search for a more vital and cognitive approach to the education of librarians, many methodologies have been suggested and tried ranging from programmed instruction through media, simulations, and role playing. Nevertheless, one aspect of education for librarianship which has continued to be very effective and well received by library science students is direct contact with practicing librarians.

As a result of a grant for fellowship from the Office of Education under Title 2B of the Higher Education Act the Department of Library Science this year was able to secure funds to bring practicing librarians to the campus. This lecture series afforded an opportunity for an interchange between the library science students and a practicing librarian and also provided the opportunity to involve librarians in the Terre Haute area in a form of continuing education.

The main concern of the lecture series was innovation in librarianship, and for this reason librarians involved in experimental programs in library science were sought. The series theme, Changing Patterns of Library Service, reflects the state of flux in which librarianship exists today. Today's librarian must of necessity be more than a technician, more than a collector and storer of materials. Today's librarian must be an innovator. The role of education for librarianship includes the technological aspects of librarianship. But, more importantly today, must stress the diverse community and the ability to understand and work with people of a varied education, social, economic, and cultural background. Because of their reflection of the state of librarianship in the 1970's, the Department is happy to publish these lectures in the form of a report. The Department is indebted to Dr. Choong Han Kim for the work which he did in organizing the lectures and in preparing this report.

Mr. Norman F. Clarke, Chairman
Department of Library Science
Indiana State University

Today such ideas as cataloging in source, the national union catalog, and the standard book number system sound pretty recent in their origin. In fact someone had already proposed these ideas almost a hundred years ago. In one of the papers presented in this volume, Mr. Applebaum of the Library of Congress has mentioned the fact that Mr. Bassett Cadwallader had proposed in his communication to librarians published in American Library Journal: Vol. 1, No. 10, 1877, a national library system with a universal catalog at the Library of Congress - in which each publication would not only be cataloged and classified once, but would be given a number; he had urged also the printing of a catalog listing all titles not handled by the central library! Has the extent of cultural lag in librarianship materially lessened today? I hope so. To me, it is not the fertile idea that is the most important factor for progress; it is not even experimentation on the idea; but it is the insightful analysis of the result of such experimentation. Regrettably, we find not many reports of such analyses among the professional rhetorics in librarianship that fill the library shoplore. In this volume, therefore, are presented analyses of five different but very important topics. As the editor of this volume, I hope that the reader will agree with me that all these analyses are insightful and useful in provoking further thinking on the subject.

Choong Han Kim
October 1970

SCHOOL MEDIA CENTER --

WHERE NEXT?

BY

JEAN ELIZABETH LOWRIE

It's always a pleasure for me to talk to people who are interested in the school library or as we are calling it the school media center. It is a pleasure because I've been involved in this kind of work for a long period of time. I've had some of my most exciting, tragic, delightful, and unbelievable experiences in working with boys and girls in both elementary and secondary school programs. It seems to me it is an exciting time to be living and working in the field of librarianship as a whole, and this evening I want to share with you some of my thoughts about the school media center and hopefully provoke you into asking a few questions or at least challenging some of the statements that I may be making.

I'd like to begin with this quotation which originally was made in 1908, but which I think somewhat sets the tone for which I want to share with you tonight: "The Principle of the Dangerous Precedent is that you should not now do an admittedly right action for fear you or your timid successors should not have the courage to do right in some future case, which ex-hypothesis, is essentially different, but superficially resembles the present one. Every publication either is wrong or, if it is right, is a dangerous precedent. It follows that nothing should ever be done for the first time."[1] This then is the challenge before school librarians right now. We have dared to formulate a new concept, "new standards." This is a dangerous precedent. It has taken courage. But, having done this "for the first time," the question to be asked is: are we willing now to take the follow-up action, implement it and even go further; or are we fearful of the consequences? Will we move ahead and find our place in the educational program or will we be complacent and say the philosophy has been stated "excellent" - "we have arrived;" but let's let somebody else do the implementation.

A clearer perception of the future of the school media centers as well as the problems being encountered in this expansion concept will best result from a good understanding of the current status and the development of school libraries in the past. We have a cliche that we often use: "the past is prologue." This is the aspect that I want to emphasize now.

Our first bit of imput in this personal computer (if I may use that word and consider you sort of personal computers this evening) is a capsule view of the 1940's and 1950's when school

libraries at both elementary and secondary levels began to take shape on a national basis. The 1945 standards, School Libraries for Today and Tomorrow, indicated that the school library was assuming a significant role in fulfilling educational objectives, particularly in helping students find self-realization, gain insight in human relations, have practical illustrations of economic efficiency, and take action as responsible citizens. This, in addition to continuing to perform its important task of curriculum enrichment in library service.[2] In that publication it was also noted that elementary school libraries had been slow in developing, but they should be, and that service to rural schools was extremely meager but was needed.[3] Over the past years real steps have been made to implement these two statements. The objectives that were stated by a joint committee of the National Education Association and the American Library Association in 1941 were repeated in the 1945 standards. They indicated that library service is fundamental and that educational principles in general were a part of qualitative school library standards.

I want to share with you the thoughts of these people in 1941.

"The school library is an essential element in the school program; the basic purpose of the school library is identical with the basic purpose of the school itself. School library service, being an essential part of school program, is basically a responsibility of the board of education. The distinctive purpose of the school library within the total complex of the work of the school is that of helping children and young people to develop abilities and habits of purposefully using books and libraries in attaining their goals of living. The school library program should carry out the purposes of sharing in the whole school program and of encouraging the effective use of books and libraries by providing individual service to individual children through reading guidance, ample reading materials and library experience. Three essential factors without which school library does not exist are: (1) the librarian, (2) book collection, and (3) the library quarters.

"A school library does not become effective without the informed and constructive participation of many persons within the school system in addition to the librarian and the pupils, including especially: (1) the superintendent of the schools and the central administrative staff, (2) principals of school buildings, and (3) classroom teachers. School libraries and the public library should work together to provide a coordinated and complete library service to school children without unnecessary duplication of activities. State leadership operating under adequate state laws and regulations and working in cooperation with local groups is essential in performing certain promotional, advisory, administrative, coordinating services not otherwise available to local school libraries.[4]

And so, in 1945, in line with the 1941 principles, the purposes of the school library as outlined were:

(1) To participate effectively in the school program as it strives to meet the needs of pupils, teachers, parents, and other community members.

(2) Provide boys and girls with the library materials and services most appropriate and most meaningful in their growth and development as individuals.

(3) Stimulate and guide pupils in all phases of their reading so that they may grow in critical judgment and appreciation.

(4) Provide an opportunity through library experiences for boys and girls to develop helpful interests, to make satisfactory personal adjustments, and to acquire desirable social attitudes.

(5) Help children and young people to become skillful and discriminating users of libraries and of printed and audio-visual materials.

(6) Introduce pupils to community libraries as early as possible and cooperate

with those libraries in their efforts to encourage continuing education and cultural growth.
(7) Work with teachers in the selection and use of all types of library materials which contribute to the teaching program.
(8) Participate with teachers and administrators in programs for continuing professional and cultural growth of the school staff.
(9) Co-operate with other librarians and community leaders in planning and developing an overall library program for the community or area."[5]

Services in 1945 were expected to include, then, a reading program, guidance services, reference services with library instruction, and library skills, curriculum development and systematic organization of materials. Now in 1945, at the conclusion of School Libraries for Today and Tomorrow, we came out with some statements, and I will paraphrase these for you: A school library should be an integral part of the school; the board of education is the governing agency of the school responsible for providing library services in the school system, school library service important to all ages and all races.

The program, although ultimately the responsibility of the school administrator, should be carried out by personnel trained and experienced in school and library work, developed in cooperation with teachers and students. A central library under the direction of trained librarian should provide the most desirable library opportunities, elementary and secondary. Adequate school service includes trained library personnel and clerical assistants; organized collections of sufficient, appropriate books and other printed materials and audiovisual aids; adequate rooms; a budget; a program which encourages and assists the use of materials; provision for organizing materials effectively. Equalized opportunity for school service is dependent financially on state and federal aids. Professional school library supervisory service by the state, county, and county educational agencies is essential. Proper attention to the development of school library service is basic to the development of citizenship aware of the intrinsic importance of libraries in an informed nation. As I read that over again, I began to sing to myself a little old gospel hymn that went "How long, Oh Lord, how long!"

But the 1960's was our decade of change too - a period of experimentation, of expansion, of probing, and of creativity. The real impact of technological developments and its relationship to the already established print media demanded changes in philosophy as seen first in the 1956 AASL forthright statement on instructional materials; then more firmly in the 1960 standards, and finally, in the joint Standards for School Media Programs of 1969.

In 1960, school librarians were saying, "The general objectives of dynamic school library service are common to all schools. They apply to elementary and secondary schools alike, to independent and parochial schools as well as public schools, to small and large schools, to rural schools and to urban. They are in harmony with the over-all objectives of education which they serve."[6] The 1945 statement of purpose was thus reaffirmed. The changes in the 1960's have come primarily in implementation of these objectives with one major development, an expansion of type, organization and use of audiovisual materials. The 1960 standards included AV materials and services for schools where librarians were already responsible for this additional service. "A school library has always been and will continue to be flexible in its program of services and in the scope of materials of communication contained in its collection as it meets the changing needs of the school it serves."[7] Despite this statement, there were many school librarians who were not prepared to accept the concept that all instructional materials rightly belonged in a center where they could be accessible to all faculty, students, administrators, and much heated discussion

resulted from that statement. These past ten years have witnessed a re-assessment of ideas, a gradual coming together of book and audiovisual experts and expertise, bolstered in part by an economic demand on the part of educators that all educational media must be organized for quick and easy dissemination and retrieval.

Standards for School Media Programs, published jointly by DAVI and AASL, was, therefore, a fitting climax to this past decade. It was the marriage of media groups, the attempt to coordinate standards for school libraries and audiovisual program and the attempt to bring these standards into line with today's educational goals. A real attempt to define the terms, media, media specialists, and media center was made. Hopefully the confusion of the past years is now vanishing. Today, when one speaks about a library or media center, it is clear (to most people!) that this means "a learning center in a school where a full range of print and audiovisual media, necessary equipment and services for media specialist are accessible to students and teachers."[8] Furthermore, media refers to "printed and audiovisual forms of communication and their accompanying technology," and a specialist to an "individual who has broad professional preparation in educational media." If he is responsible for instructional decisions, he needs requirements (also) for teaching as well.[9]

Unified service is now available on a large scale. The elements of this program include:

1. Consultant services to improve learning, instructions, and the use of media resources and facilities.
2. Instruction to improve learning through the use of printed and audiovisual resources.
3. Information on new educational developments.
4. New materials created and produced to suit special needs of students and teachers.
5. Materials for class instruction and individual investigation and exploration.
6. Efficient working areas for students, faculty and media staff.
7. Equipment to convey materials to students and teachers.

At this point it seems to me that it would be expedient to pause and ask some questions. Why has this expansion in service and program come about? What are media specialists doing with new concepts, or, perhaps, what should they be doing? Can librarians be creative and flexible enough to grow? Who is a quality "staff person"? What problems do we face in implementation of the Standards? Are there solutions or at least suggested future trends which may help to untangle the problems of inter-cooperation which still seem to exist?

I do not pretend to be a prophet nor do I have the answer to all the questions. But I think there are some indications that should be noted, some thrusts and counter-thrusts which are being made which cannot be ignored.

These centers, these communication services which are now, at least to some degree, visible in all school systems, are influenced directly by the socio-economic, technological, and educational impacts of today's changing world. Whether YOU have accepted them or not, the new technical developments or simplified forms of communication must be and are a part of the over-all educational environment surrounding today's young generation. Youth is constantly influenced by the TV at home and school; the film at home, at school; the projectors and the software in whatever format it may appear; the computer and its effect on program teaching and scheduling a system approach to learning, if you will. Simultaneously there are more books, including paperbacks, being published than ever before. There is a greater acceptance of the concept of individualized learning, more need for independent study and more leisurely pursuits of the printed word. The recognition of the effect that a child's own home and community environment has

on his ability to learn is crucial... The ideological conflicts in our society must be acknowledged. Transient families and youthful rebellion, culturally deprived and affluently smothered families exist side by side. The knowledge explosion has forced educators to accept more breadth and depth in subject fields in both elementary and secondary curriculum planning. All of these have forced new approaches to teaching: experimental non-graded schools, small group instruction, team teaching, new patterns of subject organization, resource centers, preschool involvement, year-round calendar, flexible scheduling. You can add to this list, I am sure.

The turbulence in society and education, then, has forced the school librarian and media specialist to face the question - what is to be the future role of the center. I believe that the time has come for librarians and resource center personnel to admit that it is now or never. Either we become the great catalyst in the educational program, or we admit that we have promoted a philosophy which we are either not capable of or willing to fully implement or support. The new Standards imply a united effort which will require infinite patience, unforeseen forms of cooperation, painful growing periods and imaginative planning.

The result can be an educational force barely dreamed of. Indeed, it can be the center for revolution in today's educational program, It can be the basis for the creative, individual, exciting, learning experiment for which today's youth are asking and which today's educators say they are trying to provide. Perhaps, leaders in the media fields can actually change teacher's roles as presenters of information. Indeed, if fully developed, the school media center and its concomitant staff could reshape education. The concept of self-sustaining inquiry could be truly implemented.

Visualizing the media center in this role is, then, the next bit of imput in this discussion. First of all, it must be a place easily accessible to all school personnel, a flexible center for learning where walls are pushed out literally and figuratively to permit a flow of all instructional materials to and from the study area. A place which has atmosphere and invites the pursuit of knowledge as well as the delight of recreational reading. It is equipped with study carrels both wet and dry, with dial access centers, with the equipment necessary to serve the varying needs of any of the patrons. It has reference centers and subject area centers, browsing, reading and/or story-telling space. The materials are organized for easy access and circulation. Children and young adults may listen to tapes or recordings, watch films and filmstrips, make and use transparencies, share creative dramatics or group reports, watch close-circuit TV. The materials will relate to the socio-economic background of the user, to his intellectual capacity, to his vocational interests. The levels of comprehension of all materials are of such breadth that any person may find the answers to his current requirements. Teachers may read professional materials, choose enrichment materials for classroom support, guide individual learning, encourage group library instruction, plan with the media specialists. And all of these may be happening simultaneously, or the program may be moving along several consecutive or parallel paths. The schedule of the resources center is completely flexible to meet the needs of each segment of the school community as it may arise. The staff is available to answer questions, lead discussions, search for materials, instruct in the use of media tools. It is a center where personnel are or will be employed because they are subject specialists, graphic art or TV specialists, book specialists, non-print specialists, clerical specialists, administrative specialists. Service supports the instructional program. More important,

the instructional program develops in the media center.

It follows that quality personnel is an intricate part of this service. The media specialist must be able to assume many roles as teacher, specialist, manager/administrator. He must be creative, imaginative, innovative. He must have the basic belief that the center is the keystone in teaching and the real influence on the total educational program. He must be adept in human relations, maintaining effective communication with students, staff, and community. He must have the ability to evaluate, select, and use effectively all kinds of instructional media as related to the individual needs of the students. He is perceptive in his service to all personnel whether they are college bound or dropout; whether they are black or white, rural or urban, elementary or secondary, handicapped physically, emotionally, mentally, culturally or just average. His enthusiasm for reading, for cultural, intellectual, recreational interests is contagious. He participates in professional organizations at the local, state, and national levels. His involvement in cultural activities is knowledgeable and sincere. A professional paragon, you say, perhaps, but within the limits of his capacity, he must cultivate all of these competencies and understandings. The media staff members at all levels are catalytic contributors to education and must not lose sight of this role.

The next "bit" of imput is the relationship of the administrator to the center. Unless the administrator has some understanding of the magnitude and relevance of the role of the center, the implementation will be stymied, if not suffocated. In many instances, this understanding must be promoted by the media specialists themselves. The administrator must be helped to accept the innovative concept, i.e., the media center is the catalyst for his school's program; and to develop understanding of his interpretive role as an endorser of the product. Techniques for achieving this must be developed by each system's media staff, for these are individuals with whom one works, and coercion by formula seldom works. But these tactics have proven viable in promoting new programs: (1) The preparation of a position paper which states clearly and succinctly the basic philosophy and concepts of the program for the particular system and its future developments. (2) Dialogue with key leaders in the respective system. (3) A model which will show clearly the impact of total media service on the instructional program designed and tested in the district within the community understanding and reach yet innovative and creative enough to demonstrate the impact. Parenthetically (I may be a heretic for a minute) I might say that perhaps one of the reasons why some of the Knapp demonstration schools were not as effective as they might have been was because we were setting a formula type of media center.

A trend or development which is beginning to be obvious and which goes far toward expanding services is that of creative sharing techniques between schools, regions, systems, and types of libraries. (Incidentally this is a good dollar argument for administrators.) But much more needs to be done to expand the service of centralized processing and book ordering. Sharing must be relevant to the school's needs as well as being a time saver. The possibilities of dial access programs for basic information teaching, which may be carried over telephone lines, as well as tele-lecture discussions are just beginning to be explored. And there is a teletype quick reference service which could put an isolated rural school library in immediate contact with great reference centers in cities and universities.

The whole area of non-library agencies both educational and recreational for total access to broad community resource centers has barely

been discussed, let alone tried. The cooperative roles of school and public libraries as they change their forms of services must be re-examined. Obviously I am implying here that we are changing our form of services.

One other trend should be mentioned at this point, the new concept with regard to manpower use. This is not only taking the form of subject specialists in libraries but it is making better use of technicians, both library and audiovisual, as well as library aids for clerical and subprofessional jobs. Differentiated staffing is being explored. It is also forcing new continuing education programs for librarians with less than full professional certification, and also for teachers who graduated years ago or who, though recent graduates, do not have competencies in the realm of creative teaching based on multimedia approach. These new programs mean discussing, proving, experimenting, creating learning experiences on the part of teachers and librarians together. They are encouraged by the administrators who truly wish to make education an exciting learning process. A corollary of this is the change which is taking place in library education where more emphasis is being placed on coordinated media background, better understanding of technological aids and devices, greater knowledge of community forces which can become part of the library support. Obviously, I have assumed in this paper that the new Standards have been accepted, although not at the same level by all educators; that certain forces in education and the outside world will force the media specialist/librarian to revamp the traditional method in programming of service; that librarians are aware that they are at a crossroad. Their role in education must now assume its proper perspective, lest the school library gradually diminish its contributions to a point of complete ineffectiveness.

Several items must be understood and considered by the media specialists in looking toward the new decade of service or into the year 2,000: a fuller understanding of the implications of the new standards themselves, for one thing. They are not, as has been pointed out, just an increase in staff, space, equipment. They are a completely new approach to the educational process. They demand that integrated position in the teaching scheme previously hinted at, but never before so implicitly stated. Secondly, there must be a willingness to develop new heirarchy of staff and administrators for the program. Book oriented and AV oriented people will have to work in an entirely different relationship; both sharing and receiving; both learning new techniques, new media, new teaching procedures; both being willing to work under a new form of supervision or administration.

These characteristics and attributes will become mandatory for staff: (1) Patience to develop the new program; (2) Public relations know-how to bring about an understanding by administrators and the school community in general; (3) Intelligence, determination, energy, and the touch of elan to make the new concept a success; (4) Awareness of the traditional lag in the educational process which will necessitate slow, albeit steady, re-education of teachers and teacher education programs; (5) Strength to withstand the pressures of speed and mechanization so that a firm foundation will be built; and, (6) paradoxically, a willingness to keep abreast of technological changes which, perforce, will cause shifts in services or inservice orientation.

A few years ago, John Goodlad wrote: "In general, the school library where it exists is not adequately built into the educational program. Students go to it for recreational reading, for the reading of reports and specific information. But the concept of the library as a part of the instructional system

responding to teacher and student needs and even creating needs within that system is perceived by relatively few librarians and only dimly by most teachers and administration. The conceptualization and development of that system with its input, output, and feedback mechanisms - and the proper role of library, librarian, principal, teacher, and student lie largely ahead as exciting, promising stimulants to imagination and human engineering."[10] This concept, as I have indicated, exists in print now. But the implementation is still a challenge. Will this statement still need to be made five years hence? It was uttered only in 1963. I believe not, IF media specialists, administrators, teachers, professional and library educators develop the understanding and attitudes which I have hinted at in this paper, which will propel us into the 21st Century. All systems are GO. Where next for you? Thank you.

[1]Bailey, Stephen K., et al. Colloquium on the Challenge of Curricular Change, Skytop, Pa., 1965. New York, College Entrance Examination Board, 1966. p. 69.

[2]American Library Association. Committee on Post-war Planning. School Libraries for Today and Tomorrow; Functions and Standards. Chicago, ALA, 1945. p. 6.

[3]Ibid., p. 8.

[4]National Education Association of the U. S. and American Library Association. Joint Committee of Schools and Public Libraries Working Together in School Library Service; Report. Washington, D.C., NEA, 1941. p. 8-16.

[5]School Libraries for Today and Tomorrow, op. cit., p. 9-10.

[6]Ibid., p. 37-38.

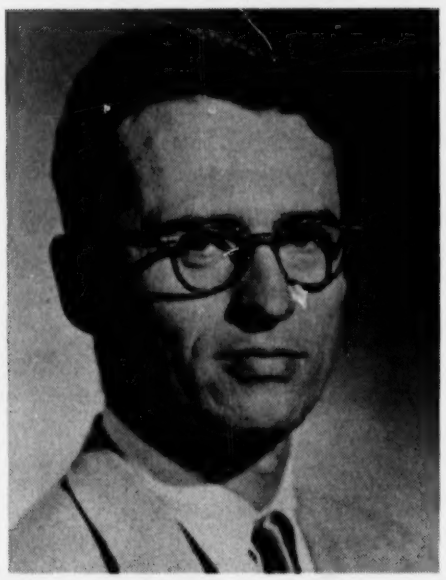
[7]American Association of School Librarians. Standards for School Library Program. Chicago, ALA, 1960. p. 8.

[8]Ibid., p. 13.

[9]Joint Committee of the American Association of School Librarians and DAVI of the National Education Association. Standards for School Media Programs. ALA and NEA, 1969. p. xv.

[10]National Education Association of the U.S. Project on the Instructional Program of the Public School: Planning and Organization for Teaching. Writer: John I. Goodlad. Washington, D.C., NEA, 1963. p. 455.

This lecture was presented by Dr. Jean E. Lowrie, Head of Department of Librarianship, Western Michigan University, on January 14, 1970.



ASPECTS OF DIRECT ACCESS AND DELIVERY:

FREE AND SWAP, MEDIA EXCHANGE, PRE-PACKS

BY

ROBERT T. JORDON

Direct access and delivery should constitute one of the centrally important areas in librarianship, and yet it has been almost totally neglected. How has this happened? In my way of thinking, this is a function at least as important as present day reference service, children's libraries, or branch libraries. Over the years, in talking with hundreds of librarians about this subject, I found few, even among those with years of responsible experience, who had ever heard of any library involved in any aspect of direct access and delivery as a basic service to the general public.

Part of the problem is our failure to develop a truly professional and comprehensive viewpoint of the library mission. Our present public library system has grown from a particular 19th century set of conditions, and we haven't yet broken out of this mold. As a profession and in terms of hard cash and allocation of resources, we haven't yet thought through and reacted to such basic questions as,

1. What are the basic library user needs?
2. How can these needs be fulfilled?
3. What are the hindrances in the present system that prevent fulfillment of these needs?

Some of the answers to these questions relate to architecture and the library environment. Other answers relate to staff, and training, and to media resources. I will not address myself today to these questions.

Let us look at the way that we would like to have the user think about his library. I think that as a goal we would like to attain a situation in which the majority of the population would automatically look to the library as a first or near first resource for help and assistance, and for information. If we accept the obvious priority of a user-oriented library philosophy, the user must expect prompt and accurate response by the library (or community information disseminating agency) to a high proportion of actual user information needs, at the location, at the reading level, and in the format that is maximally responsive to each particular subject, and if he finds the library telephone and home delivery service is reliable and efficient in meeting his needs in a variety of ways, his appreciation of the quality of library service will be such that he will more likely go to the library when he feels the need for personal bibliographic counselling or for browsing.

The user's need for library

service can be classified in four major categories:

1. Browsing and impulse; here convenience is paramount, close physical proximity to the user's daily circuit of activities, with the least possible fuss or red tape.
2. Specific authors or titles (in many various formats).
3. Information on specific subjects.
4. Continuing help in specific subjects.

Our present day library systems are better geared up for number three than for the other three categories of user need. It is my contention that most libraries are seriously delinquent in meeting user needs in all four areas, but particularly in 1, 2, and 4. The relative importance of the library in the national information process has declined drastically since the 1920's. Instead of being prepared to handle only a relatively minor percentage of citizen information needs (far less than 10%), I think that libraries have the potential of satisfying one-third or more of citizen information-seeking, question-asking requirements. A large part of what is needed falls under the various aspects of direct access and delivery, much of which is covered in "Tomorrow's Library", (R. R. Bowker, 1970). If there is ever a second edition of this book, the following type of direct access and delivery will also be given prominent attention:

1. Free and swap (to better meet user browsing and impulse needs)
2. A national direct access media exchange facility (to better meet user specific author and title needs)
3. Pre-packs (to better meet user specific subject needs)
4. Pre-packs on a continuing basis (to better meet user needs for continuing help in specific areas)

The first two of these services are totally or almost totally aspects of direct access and delivery. Pre-packs lend themselves to direct access and delivery service, in contrast to existing subject searching, which usually requires a visit to the library (except for quick reference).

Free and Swap

What is the basis of the free and swap potential? First, there are tens or perhaps hundreds of thousands of organizations and agencies that issue free or low cost pamphlets each year, and which are interested in finding methods of timely, low-cost distribution. Yet, all too often, large quantities of these publications remain on warehouse shelves, and are eventually scrapped, or are not distributed until after the time of maximum impact. Second, there are tens of millions of individuals and families who hold on to books, pamphlets, and magazines for long periods of time, without ever referring to or re-reading this material; a large proportion of these people would be happy to find a way to exchange this material or to pass it on to others who can make use of it. Third, there are tens of millions of individuals and families who discard material that others would be glad to read. The obvious need is a system that will promote the exchange of media that otherwise would remain idle or would be discarded. The library is the obvious, appropriate agency in the community to carry out this distribution function. An exact analogy is the Red Cross Blood Bank in its position as the middleman between donors who can afford to release media to those in need of receiving media. Just think of the large quantities of idle or discarded media that might be moved from suburbia to the inner city!

One of the most important pay-offs in the Free and Swap concept is the potential efficiency or turn-over rate; it would appear probable that 20% of a library budget, if devoted to free and swap, could

account for 50% or more of total turnover. A comparatively modest amount of systemization and routine could account for a large amount of turnover (circulation).

Some of the potential locations for free and swap include schools, churches, supermarkets, drive-ins (e.g., McDonalds), libraries, community centers, recreation centers, transit stations. Masses of media that could be moved from New York subway platforms, along with or in partial substitution for candy bars and soft drinks. Actually these subway platforms do now have occasional pocket book vending machines, but I have never seen a free literature distribution rack. Only a respected, neutral, community-wide, non-profit agency, such as the library, could promote and sponsor free and swap racks in such places as transit stations, government offices, etc. In high density urban areas, every block and every large apartment house should have a free and swap rack. A weather-protected free and swap rack would be a great community amenity alongside of every mailbox.

The logic of free and swap calls for distribution facilities convenient to each individual's daily routine. For this reason, free and swap can be considered a version of direct access and delivery, for all practical purposes.

Actually there are a series of various types and sizes of free and swap facilities that can be developed. The basic units are:

1. Racks, holding 100's of titles
2. Store-front size facilities (typically in shopping centers or high density urban areas), holding thousands of titles
3. Community-wide facilities, in large shopping centers, and in small cities, holding tens of thousands of titles
4. Metropolitan-wide facilities, holding hundreds of thousands of titles

Each of the larger three size facilities might be operated adjacent to or as a part of the library.

Each distribution point would also serve as a collection point (for free and swap). In addition, the free and swap racks and facilities would also receive infusion of new publication from organizations (profit and non-profit alike), political parties, governmental agencies (Federal, State and local) and any individual or organization with a message to disseminate.

Careful attention to details of design can result in a basic free and swap rack that allows arrangement by major subject areas, and also makes some provision for basic media formats.

Each rack should include a locked box for receipts; the user should be encouraged to make his contributions to such a box rather than to the rack itself.

Another basic method of distribution is the door to door inner city or rural extension worker. For one hundred years, most parts of our country have been covered by extension workers whose main function is to carry information into the community, and into the home (direct access and delivery). During this same hundred years, public libraries have developed and carried out a similar function of carrying information into the home. It would seem appropriate for these two functions to be carried out together, for mutual reinforcement and for greater relevance and strength to the role of both the extension worker and the library. Libraries have not chosen to send bookmobiles door to door, but the library can cooperate with the extension worker to provide him with a miniature bookmobile that can go door to door. For inner city extension workers, a specially designed wagon can be developed with adaptions for walk up apartments and elevator apartments. Another possibility is the use of volunteers, particularly those in uniform, such as Boy Scouts, to carry the free and swap wagon from door to door.

A key factor in the success of the free and swap concept is the establishment of careful and systematic servicing routine. The effectiveness of

a free and swap rack can quickly deteriorate and fail if neglected or handled in a sloppy, uninformed manner. Careful professional attention will need to be given to the development of techniques and routine. The racks need to be designed so that neatness is facilitated, but the racks will still need a certain amount of attention and tidying up everyday (or more often, in a very busy location), or less often, as warranted. Unattractive and dead material must be weeded. The racks will need to be replenished with new material (stamped with a symbol for broad subject, for placement on the rack, and date, to facilitate weeding). The material in the collection box will be removed and sorted; some of this new material will be added immediately to the racks (following certain guideline); the remaining material will be returned for another sorting by more highly trained staff.

It is possible that in some or most parts of the country, the free and swap system will perforce need to be confined to material with an actual cash wholesale value of less than a dollar or two, to forestall material being taken from the racks for resale. The higher value material could be channeled into a media exchange program (described later).

This resume only briefly touches on the various aspects and potentials of free and swap. The ramifications and subtleties are legion. Many questions and problems need to be studied, a methodology will need to be established. A pilot project, covering a small or medium sized metropolitan area in a systematic manner, would be in order.

A member of the staff in Federal City College's Media Services Division, Tom Battle, has an interesting viewpoint on the potentiality of Free and Swap,

> "A third function I see for Free and Swap concerns mainly the idea of swapping and may be the most important aspect. If people can be sufficiently encouraged and will take enough interest to actively swap, an entirely new philosophy in libraries may be developed. However, this is also the most difficult aspect to achieve. Once, if ever, this is achieved, it may be possible for all libraries to do away with all date-due and charge-card systems. Because this would then become an honor system, it would be necessary for librarians to become more intimately involved in the communities they serve. They would be forced to lose the aura of aloofness, indifference, and "better than thou" that many possess and become plain, everyday members of the community. Since we have these two camps--librarians and library users--I don't see any changes immediately forthcoming, but I do see it as the role of the library to change itself to better serve the people. Free and Swap can be a first step in that direction."

My own experience with Free and Swap began in Berkeley, as a member of the Berkeley Co-op, in the early 1950's. A paperback exchange rack was heavily patronized.

About ten years later I introduced a "Lit Swap Shop" at the Fairfax Unitarian Church. This program began with the following memo directed to the minister of this church:

> "The literature exchange was fairly well patronized during the Retreat. Especially at the end a goodly number of people went through the material to find items to take home.
>
> I propose a similar kind of Literature Exchange at a table in the basement of the Church during the coffee hour. People would be encouraged to contribute any kind of written or recorded material that at least one or two others in the Church might be interested in seeing (or hearing). Such material could include books, paperbacks, pamphlets, government reports, phonograph records, and magazines.
>
> I suspect that there

are many others who hoard interesting material for no very good reason other than a reluctance to see it burned up. Nevertheless, this is usually its fate after gathering dust on our shelves for a period of years and not doing anyone any good. We would often be encouraged to part with such material if we knew that someone else would give it a temporary home and find interest in it.

Actually, provision would be made for return of especially prized items to the original owner by stapling a slip of paper to the cover with the original owner's name and address.

Each item would be dated when received and discarded (or donated to a "good cause") after a few weeks, if not picked up.

With the wide (wild?) variety of people, vocations, avocations, and levels of sophistication represented in our Church, there are many of us with access to rare and important material that would be of unusual interest to at least a few others in the Congregation, but generally does not get sent to such persons for want of an exchange mechanism.

In addition to the intrinsic value of this project, I believe that it would add at least a modest degree of interest and attraction in the church and specifically the coffee hour.

I will volunteer to initiate and operate such a service for a trial period."

I was elated at the success of the Lit Swap Shop. It was highly popular, but it remained so only so long as it was properly maintained each Sunday. So long as there was a constant supply of fresh material, so long as dead stock was ruthlessly discarded, and so long as a minimum amount of neatness was maintained, users cooperated in bringing a continuing and plentiful supply of new material. Success bred success.

Aside from a free and swap rack at Federal City College, my most recent experience with Free and Swap has been as volunteer consultant to Hawthorne School, a small private high school in Washington which achieved national prominence in 1968 because it furnished housing for two months for about 500 of the participants in the poverty campaign (mostly Chicanos and Indians). This is the philosophy and policy statement for the Hawthorne School Library:

"The Hawthorne School library will operate on a "Stop and Swap" basis. This will be made possible by using large subject "reader's interest" classification (using the categories in "Paperbound Books in Print"), simple color coded subject identification, and elimination of processing and cataloging, except for a rubber stamp to indicate ownership. Thus, each additional media unit acquired can be classified, processed and added to the shelf with less than a minute's time per unit.

With so little expenditure of time and money per book (or media unit), and with practically all media contributed, it will be possible to operate on a totally open basis, without circulation procedures or records. The library will act as a collective extension of the individual libraries of each family in the school, as a kind of intermediate point for media, as media are shifted from home to home, on the basis that a given proportion of the discards from almost all homes will be valued at the school, or in other homes. Parents will be encouraged to keep media in movement from house to school to house and so on, not keeping

untouched media for long periods of time, but contributing to maximum total utilization of media.

The basic policy of the library will be the easiest possible sharing of abundance, rather than the careful hoarding of scarcity forced on conventional libraries by the high cost of processing and cataloging.

With low cost per media unit for processing, it becomes possible to handle large quantities of materials and to retain only the most attractive, relevant, and significant media. One of the most vital and dynamically educational functions in the school will be the sorting and weeding of incoming contributions and "swaps" of media; there is no better method for quickly developing facility in discrimination, critical quick judgement and an appreciation of the world's intellectual and cultural resources."

Some of the procedures include:

"F. Circulation

1. All material is "Stop and Swap" No circulation records. All are <u>encouraged</u>, but <u>not</u> required to return material at end of school year. All are <u>encouraged</u> to bring two, take one.

2. Exceptions (do not circulate): Expensive reference books, Current issues of magazines.

H. Weeding

1. Only material that is actually used is retained.

2. Students and parents are asked <u>not</u> to return books or other materials to shelves.

3. Convenient, prominently marked collection shelves, tables and boxes are provided throughout the school.

4. Each item date-stamped before return to shelf.

5. All items with date stamp older than 6 months (one year?) are discarded (we shall learn with experience about length of retention)."

Direct Access Media Exchange

The most crippling hindrance to the use of media, whether purchased from a store or borrowed from a library, is the frustration experienced in trying to find media, even when a subject search is not necessary and the media has been specifically identified. Few if any publishers, new or old stores, or libraries, provide a satisfactory degree of reliability or success.

If media transactions can be concentrated at one facility, the proportion of successes to failures can be progressively increased. The sum total of the satisfaction points produced by a given volume of specific author or title media transactions can be substantially increased when these transactions are concentrated in one facility, rather than scattered over dozens or hundreds of separate smaller institutions. Or stated in another way, the total actual real cost, in time expended by client and media dispensing institution, will be substantially reduced when a high volume of media transactions and a high proportion of titles in demand are concentrated at one physical facility. My book, "Tomorrow's Library" includes a report on a time study made on the time requirement in 100 specific author and title searches, under very favorable circumstances; the time requirement is discouraging; an average of half an hour expended by the user for each desired title. With less well stocked and organized libraries, and with users with only ordinary search skills, one can guess that an hour expended for each wanted title might be more typical. It would be a substantial advantage if the user could send in a list of five or ten desired titles to a large central direct access

media exchange facility, and nearly always achieve 100% success with delivery within two or three days.

The one large book and periodical exchange in the nation today, the United States Book Exchange, in Washington, D.C. is limited to libraries. Also, its size is not sufficiently large to insure a satisfying degree of success in fulfillment of requests. Its holdings include four million issues of 35,000 periodical titles and approximately 60,000 book titles. If its periodical holdings were increased several fold and its book holdings were increased by an order of magnitude or more, and if its services were made available directly to the public,it would make possible a substantial decrease in average search and fulfillment time.

If 80-90% of requests can be satisfactorily and promptly fulfilled, direct to the user, the average amount of time required to fulfill each request can be substantially reduced as compared with current USBE procedures and with ordinary antiquarian stores and ordinary libraries.

Such a facility should operate as part store and part library. No one has taken the time to explore the ground rules in such an enterprise. We are so narrowly confined by custom, tradition, and prejudice that the broad spectrum of possibilities of such hybrids has barely been scratched. The mission of the Store is equal in social importance to the Library, yet the Store is required to make a profit, and receives no subsidy whatsoever, while the Library is 100% subsidized; this is an unfair discrepancy. For a number of reasons, it is almost impossible for a private "for - profit" enterprise to achieve the volume required to reach the efficiency breakthrough point that comes with a large sized facility. The size of the investment required would be too large for the risks that are possible (for a private enterprise).

Desirably, a direct access Media Exchange might include all types of media, each shelved in a separate series by title. It would probably be more efficient to shelve by bin or box number. It would also be desirable to include new inprint publications along with older material. Such a facility could offer a truly one stop service.

Older media (published 5 years or before) might carry a standard $1.00 service charge (with some exceptions) cash or check in advance for each title requested. Media published in the past five years would be charged at varying prices, depending on various criteria (condition, supply and demand, number of copies on hand, frequency of requests, frequency of supply, new price, out of print or not, etc.). An on-line computer-program would compute prices, reflecting changing conditions. Other information stored in the computer would include cross reference from and to alternate titles, storage location, information on alternate editions, number of titles on hand, etc.

The Media Exchange would also purchase media, and would be in an ideal position to pay a fair and honest price. Anyone who has dealt extensively with antiquarian bookmen know that this is not always possible. Assurance of a fair purchase price would act as a powerful incentive to encourage individuals to part with their idle media. The acquisition procedure described above for free and swap could be tied in with a direct access Media Exchange. The free and swap service could furnish large quantity of materials for the media exchange, and vice versa. These two major services would neatly complement each other and increase their mutual efficiency. Simplified acquisitions procedures would be possible, e.g.,

(1) Shipment at seller's expense to the Media Exchange,
(2) Agreement in advance to accept the price determined by the Media Exchange,
(3) Acceptance of scrip in lieu of cash.

The large general purpose antiquarian store is disappearing. Precisely because of this, it becomes

the responsibility for a non-profit organization to step in and fill this void. It is just as important for a metropolitan area to have a facility where one may purchase the book that one wants as it is to have a library where one may borrow the book that one wants. Antiquarian dealers are increasingly becoming specialists, and would not find their role or their volume of business substantially changed.

Actually, with the provision for buy-back by the Media Exchange, this facility becomes somewhat more of a library than a store. Depending on the length of time retained, the user can get more or less of his expenditure returned. The actual economic cost of the transaction might well be less than the cost in time of a loan in an ordinary library. The buy back provision acts as a powerful incentive to the user to "keep media on the move".

Perhaps the most concerted opposition to the Media Exchange would come from reprint publishers, who profit substantially from the absence of an efficient and attractive procedure that facilitates the shifting of media from point of discard to point of need.

An adaptation of the Jordan Plastic Book Box (see "Tomorrow's Library) would make an ideal storage system for a Media Exchange. Media would be stored in plastic bins, 24 inches deep, 24 inches high (4 bins high on each side of the aisle) and varying widths, for storing varying quantities. Each bin would have a fixed location number, and the bins in each row would be in four separate distinct numerical sequences. The bins would hang from a rail, on rollers, in monorail fashion. Thus, bins could be added for particular titles and shifted back and forth according to number of volumes on hand. However, the shifting would not extend beyond the limits of each aisle. Bins would have interior partitions, if any, appropriate to the media. A standard bin, one book in width, would hold six volumes, if each volume were more than six inches but less than 12 inches high, and more than six inches but less than eight inches in width. It is estimated that such a storage facility would hold 40 volumes/square foot, and perhaps six or seven titles per square foot. An 800,000 square foot building, approximately the size of the new library at the University of Toronto, would be sufficient to hold about 5 million titles at a total building cost of $12,000,000 (at $15.00 square foot).

This would come out to about 10 cents a year per title for building and maintenance, or less than 2 cents per volume per year.

A vital research "last copy" function could be included in the media exchange assignment, if it were provided that the last one or two copies would be exchanged. In fact, the Media Exchange might solicitlittle used best last copies from libraries, thus acting as a regional or national storage facility.

Ideally, the scope of the Media Exchange should be virtually unlimited as to time, subject or format. However, for the foreseeable future, a more realistic goal might be publications in all formats (or just books, pamphlets, and periodicals) in the English language, or in the U.S.A. Publications prior to 1850 or 1800 might be excluded.

An initial pilot project might desirably be confined to books, pamphlets and periodicals published in the U.S.A. during the past 10 years.

Pre-Packs and "Package Libraries"

Libraries are highly organized for responsiveness to subject searches, with their reference librarians and material shelved in an open classified arrangement. However, this responsiveness is almost always ad hoc, and 100% individualized, despite the fact that 80 or 90% of the subject searches for the clientele in most libraries could be fulfilled more expeditiously and responsively with a few dozen or few hundred pre-packs. If it is possible to accurately predict what most users will want, why not prepare for them in advance? So

far as I am aware, only Leonard Freiser in the Toronto School system has carried out the pre-pack concept to any major extent (and perhaps by now he has introduced this concept in his new assignment on Long Island). For 65 years a few state libraries and university extension services have provided "package libraries" or "debate packages" on a limited basis (see pp. 8-9 and 121-2 of "Tomorrow's Library").

Pre-packs and direct access and delivery are closely related concepts, because of the degree to which pre-packs lend themselves to phone or mail service.

Depending upon the situation, topic, etc., pre-packs can include as few as one item, or as many as several dozen items in various formats, with primary emphasis on the paperback, pamphlet, reprint or photocopy and periodical. Other formats include the hard cover book, the Viewmaster slides and projector, and the inexpensive ($10.00 or less) tape player and cartridges. In some cases, where the total value of the contents of the pre-pack is in the same order of magnitude as the cost of servicing loans, the pre-pack would be given away. The pre-pack concept can be considered a close relative and extrapolation of the traditional library vertical file.

Pre-packs can be prepared locally, particularly for local topics, but a national system would be more economic. A few commercial publishers have begun to compile pre-packs for use in schools. Published anthologies in book format, such as the H.W. Wilson "Reference Shelf," are close in concept to the pre-pack. However, there is considerably added freshness, directness, and appeal in packets of original materials, in various formats.

The reading guide is another close relative of the pre-pack; ideally, every pre-pack should include a reading guide in its contents. The reading guide is a small pamphlet that includes an introductory essay and a guide to the most important literature on a particular topic. If a thousand or more recently revised reading guides were available in all libraries for most topics of interest, including various grades of difficulty or reading levels, a basis would be available for a significant new library service. At the present time, no community agency has assumed responsibility for furnishing courses of instruction and materials at this individual informal level as an alternative to unstructured bibliographies at one extreme and formal group courses with textbooks at the other.

Pre-Packs on a Continuing Basis

In many instances, the interest of a library user in a particular subject is not transitory--for various reasons, he is stimulated to pursue a subject in greater depth. The library should encourage and be prepared for this by providing a series of pre-packs on the same topic. Between the totally unstructured individual approach to learning now almost universal in libraries at the one extreme, and the highly structured courses offered by schools at the other extreme, there is a broad spectrum of potential services. It is an appropriate library function to fill this gap; pre-packs, continuing series of pre-packs, and reading guides constitute the primary types of quasi-individualized, quasi-structured courses that are appropriate library functions.

Library patrons should be offered the option of receiving pre-packs on a continuing basis through the mail.

Some of the series of topics appropriate to pre-packs include:

1. graded children's "classics"
2. the "great books"
3. travel and geographic topics
4. vocations
5. academic subject areas
6. topical problems

Depending upon local need, each library should have from 100 to 1000

or more topics in pre-pack series. In many instances, each topic might be offered at various reading levels, e.g., 8th grade, 11th grade, 14th grade, and graduate. Some pre-packs should be offered in large print. Some pre-pack topics should be offered in varying points of view (e.g., those on religious and political topics).

Conclusion

We have explored the gray areas between loaning, giving and selling, and between libraries and schools, all with direct relevance to the direct access and delivery concept. Libraries have been laggard in exploiting these areas, partially for lack of any national focus for library philosophy, research and methodology. Mixtures of loans, sales, and give-aways are not traditional library functions. Libraries have placed heavy emphasis on books and periodicals, and on materials that are considered to be worth standard cataloging. Other equally important media and information service concepts have been ignored, and no other agencies have stepped into these inter-functional gaps. The sharply defined cut-offs between lending and selling and giving or exchanging are largely false dichotomies.

Some of the key concepts explored include:

1. Libraries should assume responsibility to help move media, and to fulfill a far higher proportion of user needs, through the agency of free and swap, media exchange and pre-packs. Much of the idle media in the community can be re-circulated, resulting in higher readership per piece of media, thus achieving higher efficiency in the use of material resources. Media kept in circulation is not discarded to clutter up the environment.

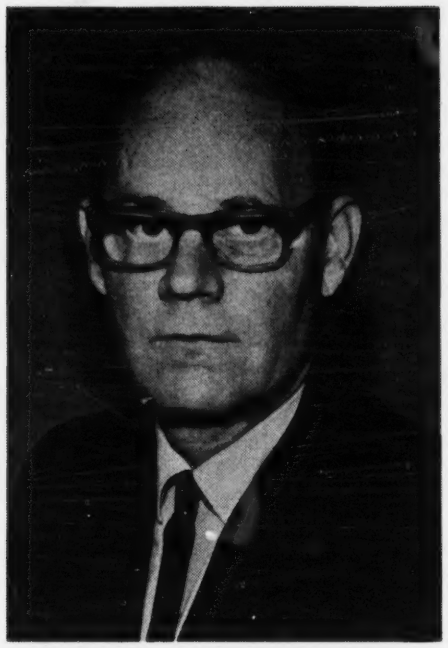
2. Libraries have not taken sufficient leadership to exploit their potential multiplier effect in mobilizing the assistance of volunteers. Hundreds of thousands of capable volunteers await leadership; the library, and particularly the free and swap concept would be a highly desired outlet for these potential volunteers.

3. Libraries should take the leadership in helping to move the masses of low cost or give-away material that is available (that has not been considered worth cataloging). There is considerable untapped potentiality in the concept that giving away (particularly reprints, photocopies and free and swap) is cheaper and less bothersome to both user and library.

4. Libraries should not be bound by the do-good by the 19th century attitude that dictates that the individual information user must walk through the library portals to satisfy his need, and inhibits the development of services (direct access and delivery, free and swap, media exchange, reading guide, pre-pack) that take information directly to the user. When we furnish people what they need, when and where they need it, libraries will develop so much of an increased reputation for relevancy and sensitivity that walk-in library use will also substantially increase.

Finally, if any of you believe strongly in any of the concepts discussed today, hold tight to this belief! Become a persistent and insistent advocate! Push hard on our national agencies and legislators! There has probably never been a time in American library history when change has been so possible! It only takes a few dedicated people to bring about far reaching reforms.

This lecture was presented by Mr. Robert T. Jordan, Director of Media Services, Federal City College, Washington, D.C., on May 1, 1970, in connection with the Symposium on Changing Concept of Service in Libraries.



PLUS ONE = SERVICE DIVIDENDS

BY

IRWIN MIKE SEXTON

PHILOSOPHY

Anxiety probably was the one greatest factor that kept the San Antonio Public Library from offering the books by mail program ten years ago. Chances are fairly good that fear or anxiety is keeping hundreds of other libraries from offering it now. Franklin Roosevelt captured the imagination of the American public with his statement "we have nothing to fear but fear itself."

All individuals involved in the use of public funds find that reticence and caution are highly desirable traits in numerous budget situations, for without specifics for justification there exists no real base upon which to substantiate the request for funds. It is in this frame of reference that the San Antonio project was undertaken. Tight money and tight budgets are only two of the reasons or excuses for not testing more change and progress in the library world in the past 20 years has been very little. Progress has been made but the bulk of it fits neatly into the same old cubby holes - and admittedly books by mail also falls into that category. Books by mail is not new, nor is it particularly unique. Thus one could logically say "why waste time in reexamining it." The answer can best be made in three parts:

(1) There is a real and valid need for home delivery of books to at least a select segment in a given service area.

(2) Cost of the service is fully in line with all other standard library service. Thus, perhaps a home delivery program of books needs to be accepted as a standard part of the public library program.

(3) Public relations values are exceptionally great and they alone can fully justify any and all costs for the service.

Realistically the mailing of or the offer to mail books can greatly simplify the life of the librarian. Telephone requests for information can save time for the library staff and the individual making the request. Once the requested material has been checked to answer the phone inquiry, the material can quickly and easily be ready for mailing. Material owned by the library but not on the shelves when requested can likewise be ready for mailing when it becomes available. This service holds for both phone and walk-in library users.

Staff reaction to the books by mail program has generally been in complete

support of the experiment. Although some staff feel the program tends to pamper the library user, others have expressed an interest in going even further. Specifically staff suggestions have included elimination of library fines, free inter-library loan, and substituting the library books by mail funds to improve salaries instead of extending service. Some citizens have resented the books by mail service, suggesting that the money be used for security guards or simply for more books. They vocalize concern that luxury service is unrealistic for any but the wealthiest of areas. The citizens were answered by noting that sponsorship of the San Antonio project came from the Council on Library Resources, and that no local funds were involved. This satisfied the citizen during the experimental period and the question has not been raised since the program has become a part of the library's regular operating budget. The library board and the library administrative staff feel confident, however, that the service can be fully and realistically justified for the individual citizen who feels the service is a luxury.

During the San Antonio experiment, an 87 year old lady attended a friends of the library meeting solely to say thank you to someone for making this wonderful mailing of books possible. She said getting around at her age is difficult and the convenience of books by mail has given her tremendous personal satisfaction with virtually no effort. Mothers with small children report that they can keep good reading materials in their homes through the books by mail program, and whenever possible they use the library in person. Businessmen phone, or have their secretaries phone, for material to help solve problems and to keep them current or to keep pace with the complex and intricate political climate. At least one businessman used the books by mail service to have good material available to take along on plane trips. Jail inmates can also use the service. But this, because of technicalities, was not possible in San Antonio. San Antonio's chief jailer was concerned about the possibility of using hard bound books to smuggle narcotics, razor blades and even hack saw blades into the jail. Although at first this concern seemed far out, upon examination it appeared to have some merit. A skillful confederate could conceivably lift the end papers of a book to conceal any of the aforementioned items, and neatly replace the end papers. Detection could be virtually impossible. One of the very first requests in San Antonio came by letter from an inmate of the Bexar county jail and with considerable reluctance he was turned down. The San Antonio city council, along with other groups, is striving to find a way to provide library service for individuals who are confined to the city-county jail. One man in full traction for weeks found friends came to visit less and less as the weeks passed. He, therefore, used his time by reading more and more books that were acquired by the books by mail program. He also enjoyed the phone conversations about books but never did he in any way abuse the privilege. San Antonio's citizens have been quite vocal in praising the books by phone program, but they admittedly prefer to use the library in person. The project provides a back up service that has become meaningful to many residents throughout the area.

One very young teenage boy says that books by mail program is just great. He is an avid reader; too young to drive; his father is dead and his mother works; round trip bus fare to the main library is 60 cents. He knows what he wants and to date the mail service has fully met his reading requirements. Each day's mailing is entirely different from the preceding day's request. The diversification of interest is truly reflected in each mail sack of books. (Children's books 22%, adult non-fiction 47%, adult fiction 31%)

COST

The cost, based on long range calculations, shows the average per book is

16.5 cents. This includes bag cost, postage, label, pick up and check out of the book, packaging time, delivery to post office, telephone answering service and a miscellaneous expense figure of 10% for overhead. It does not include professional staff time. Justification for excluding the professional staff time is perhaps one of the weakest parts of the San Antonio evaluation. Some members of the advisory committee felt that this figure must necessarily be included. But since the overall use of books by mail has been included with the statistics for the main library, the figure simply reflects a supplemental cost for the main library service operation.

MAILING COSTS

Average postage costs for mailing of books drop as the number of books per package is increased. Based on San Antonio's experience the average costs are as follows: 1 book 7 cents; 2 books 4½ cents; 3 books 3 2/3 cents; 4 books 3¼ cents; 5 books 3 2/5 cents.

In a like manner the cost of jiffy bags on a per book basis drops by the same general ratio. San Antonio uses sizes 3, 5, 6 and 7 jiffy bags.

CRITICISM, COMMENTS AND COMPLAINTS

One individual who received a requested delivery of books by mail refused to accept it because a friend had already loaned him the books. The library in this instance was responsible for postage both ways.

Excellent program - but what will it do to the post office?

Wonderful service - especially since parking is so bad.

A patron would like, if we discontinue mail service, to make a deposit and pay to have books sent to her.

A student from Lee School had read about the program in his school paper and was requesting two books to help our program.

Books on grammar and fractions for policeman's wife who read about books by mail in "ACCENT", a city hall publication.

Woman, sick in bed, thinks the service is wonderful.

Mother called because wrong book sent to child.

Angry woman - book sent to her had not arrived - could not understand delay.

Staff have encountered very favorable responses by offering to mail material that has been inquired about by phone. Many residents of San Antonio and Bexar County unfortunately are not aware of the service and the response to the offer of mailing material is invariably greeted with amazement and delight.

During a three week bus strike, use of books by mail doubled in San Antonio. Nursing homes in general were a disappointment, for most of the workers did not want to encourage use of the mail service, for return of materials could involve them, and most thought they already had enough work.

PROBLEM AREAS

In the initial phase of the activity the library apparently reached many individuals who had never before used the library system. This was evidenced by an exceptionally low return rate. Over 50% of the books mailed out in the first month did not come back on time. The situation concerned the administrators of the project but it was quickly and easily solved by including within each package of books a leaflet outlining procedures for renewing books by phone and stress was placed upon the need for prompt return of all materials. With the leaflet enclosed the return problem became insignificant. In fact today in the San Antonio Public Library System, books by mail are returned more promptly than any other type of loan that is made by the library system.

STUDENT USE OF THE SERVICES

Student use of libraries in any form can and does produce difficult problems.

There appeared to be a potential problem in the books by mail service, for virtually all of the 67,000 students of elementary and high schools in the San Antonio metropolitan area might want to do their homework assignments simply by calling the library. This fear fortunately did not materialize despite the fact that a concerted effort was made in one large high school to encourage students to use the books by mail service. Library staff concluded that student assignments are either due within a day or two or they are required in three to six weeks. A short assignment could not be handled through the books by mail program and most students appeared to want to use the library in person or they put off the assignment until it was too late to request material by mail.

The post office delayed service by returning the unopened mail sacks that were filled with packaged books. This has happened on three distinct and separate occasions, but it has not happened in over nine months. There are, however, times when individual borrowers report that a book has taken ten days to two weeks to reach them. This type of complaint is seldom presented, averaging no more than four or five per six month period. When a situation of this type arises the library staff takes the borrowers'word. Phone calls take less time or equal time to walk-in use.

GRANT

The Council on Library Resources provided a grant of $22,500 for experimentation of the books by mail project in a metropolitan area. However, total expenditures over a two year period total $13,220. Salaries and employee benefits amounted to $5,312; travel $2,682; supplies and materials $1,664; telephone $292; postage $1,906; and equipment $1,384. Over 48,000 books were loaned during the two year experimental period for slightly less than 30 cents per volume. The experiment, however, involved costs that would not normally be reflected in this kind of a program. Thus, the 30 cent figure is valid only for the experimental stage.

NATIONAL ADVISORY COMMITTEE

The national advisory committee, consisting of Mr. Robert T. Jordan, Federal City College, Washington, D.C.; Mrs. Shelahbell Cragin, ElPaso Public Library, El Paso, Texas; Mr. John F. Anderson, San Francisco Public Library, San Francisco, California; Mrs. Susanna Alexander, Assistant State Librarian, Jefferson City, Missouri; Mr. Foster Mohrhardt, Council on Library Resources, Inc., Washington, D.C.; Mr. Hardin Smith, Clark County Library District, Las Vegas, Nevada; and Mike Lynch. The committee met seven different times and the members of the committee were consulted on a regular basis. Their comments, suggestions, criticisms were very valuable in both the guidance and the evaluation of the program.

ITEMS THAT HAVE BEEN EXCLUDED FROM MAILING

Exclusions include phonograph records, films and reference material that do not normally circulate. All other items are regularly available. The library has, however, not been able to offer free copy service and no arrangements have been made to date to provide this service even with a small fee.

POSTAGE

Various methods of packaging were either tested and/or investigated. The self-sealing padded bag initially appeared to have some outstanding advantages, but this was available only in corrugated form and it worked successfully only for the packaging of one relatively small book. This bag, in our experience, did not hold up in those instances where large books or several books were being sent at one time. The American Library Association's technology program director

was consulted on packaging;and he concurred that bagging was by far the fastest and simplest method of packaging. His concern was, however, related to an early report from his organization wherein padded bags were reported to show excessive damage to those materials that were sent in them. The alternate, however, of using the special mailing cases proved to be unsatisfactory for the San Antonio activity. Storage of the fibreboard cases presented a sizeable problem. The additional weight tended to increase the mailing cost. The cases would necessarily have to be charged out just the same as a book and this would add to the overall cost. The time required for placing the books in the carton, fastening the straps both inside and outside the case again added costs to make the use of the fibreboard boxes very impractical. The jiffy bag with the zip opening ultimately proved to be the most suitable method of packaging for this project. Closing of the bags was greatly simplified by the use of an electric stapler - one that used heavy duty staples and was triggered automatically as the bag was pushed into the stapling machine.

EQUIPMENT

Equipment requirements can vary considerably with cost from a $25 postage scale to a $750 precision scale. Under some types of situation, an ordinary desk stapler is adequate to close the book bags, and the cost of this item can be well under $5. The heavy duty stapler uses an electrically operated machine and can bring the cost to about $130. The postage meter is convenient, but roll or sheet stamps can be used to eliminate the meter charge and the postage meter cost. Any ordinary desk can serve as a base of operation, but a specially designed and constructed unit for the books by mail set up can cost close to $400. The framework to hold postage bags open can be constructed for less than $10, but a manufactured mail sack holder for two bags will cost between $50 and $75. The San Antonio project utilized quality equipment through out and work simplification techniques, and procedures were utilized in the design and construction of the work station. Even with experimental procedures, the total equipment cost was under $1,400. The program can, however, be initiated with an equipment cost of less than $100. Ultimately, there may be developed an electronic postage scale that could be tied into the postage meter to weight and provide postage simultaneously. Bag closing could be simplified with gang type trigger stapler and automatic feeds could be provided to make book bags of all sizes instantaneously available. These refinements would not, however, materially affect the overall packaging cost, for less than one minute would be saved through utilization of other equipment. A ceramic roller, six inches wide, was found to be ideally suited to moistening mailing labels. It is easy to clean, it is instantaneously ready for use, and the wide roller completely moistens the label with one pass. The heavy base makes it virtually impossible to spill, and it can be located immediately adjacent to the postage scale.

A foot operated box type stapler was used in the early experimental stages of the program. This piece of equipment was easy for male members of the staff to operate, but some of the ladies found it cumbersome and difficult to manipulate. This instrument used a staple approximately 1 1/8" long and an 1/8" wide. It in effect permanently sealed the bags. One library borrower complained that the service was fine, but it took her almost two hours to get the package open.

TELEPHONE ANSWERING SERVICE

Telephone answering service was initiated November 18, 1968, at a basic charge of $22.5 a month for 75 calls. Additional calls are charged for at the rate of 15¢ per call. Basic cost was increased one

year later to $25 per month and the additional cost per call remained the same. Surprisingly enough, the answering service has been used very sparingly, and at no time has the San Antonio service exceeded the basic 75 calls per month. On a per hour basis, the cost of the answering service is 4¢ per hour for those hours when the library is not open. On the basis of the hourly charge, service appears to be justified. The library is not charged except when a message is recorded for transmittal to the library. Numerous fringe benefits above and beyond the mail order service include advising library users as to when the library will again open. They receive and relay emergency messages concerning personnel, and it provides an ideal method for staff to quickly and easily relay to the library questions or requests for information from friends and relatives. Some staff have personally called the library number to request books for friends at one or two o'clock in the morning. While at a party, invariably someone wants to know whether or not the library has a particular book or material on a subject that is of interest to the individual. The telephone answering service is reliable, whereas a note written on the back of an envelope or tucked away in a pocket can easily get lost. Overall, the public relations value of the telephone answering system by itself appears to justify the 4¢ per hour expenditure.

FORMS

In the early stages of the experiment, it was felt highly desirable to have multiple forms, complete with address label. Supplemental information would include listing of titles, authors, subjects, telephone number, date needed by, and date received. In practice, however, the need for relatively elaborate procedures for recording requests were not necessary. They simply provided information that was not used beyond the early experimental part of the program. As now operated, the San Antonio books by mail requests involve the completion of an address label and listing on a 3 x 5 card the specific books and/or subjects that are desired. Requests are normally filled within a matter of one or two hours after they are received and those that cannot be filled are handled in the same manner as reserve book requests. This minimizes paper work, simplifies the work of the staff, and provides the library user with the needed materials. The only real justification for more elaborate procedures is to analyze and/or study how the service is being used.

PUBLICITY

One of the recognized problems at the outset of the experimental work was securing and maintaining a relatively strong public relations program. Here the San Antonio project failed to achieve the desired volume of support from the mass media. The books by mail program does not readily lend itself to repeated newspaper stories. The San Antonio Library has managed to secure two or three articles in the three metropolitan newspapers and in virtually all of the Suburban papers. Front page coverage introduced the program in two of the metropolitan papers and in three of the suburban papers. Prime time on television newscasts were provided by all three of the TV stations, and one of the stations gave a follow-up story. The human interest element, at least in theory, offered a real potential for regular, constant support - but this failed to materialize. On at least two occasions there have been letters to the editor in support of the books by mail program and several editorials appeared. Signs placed in each of the eight branch libraries and the main library as well as the six mobile libraries are regularly replaced in bright colors to try and encourage use of the service, but relatively little response has been noted from this facet of promotion. Book marks have been

available at each location since the inception of the program. Book marks briefly provide the library borrower with information concerning the service. One of the best outside support items promoting the service came from the city public service board's coverage of the service in their monthly billing enclosure. This presented the service and how to use it in steps 1, 2, 3, 4, and 5. One of the metropolitan newspapers regularly lists selected new books that have been acquired by the library system, and the introductory paragraph to the list states books are available in the library and through books by mail. In other words, unlike regular interlibrary loan, new material and current information are available through the books by mail plan. Radio stations use numerous spot announcements in support of books by mail activity. But, obviously, the stations reject using basically the same spot announcements month in and month out. Thus, only references can be made. For example, a book and/or a subject may be noted in spot announcements followed with a statement "this material is available through books by mail. Phone CA 3-6851." This reference, however, leaves many people in doubt, for they inevitably feel that there will be a charge made for this service. It is virtually impossible to include in the ordinary spot that a library card is not needed. When everything is included the spot has no place left for additional information.

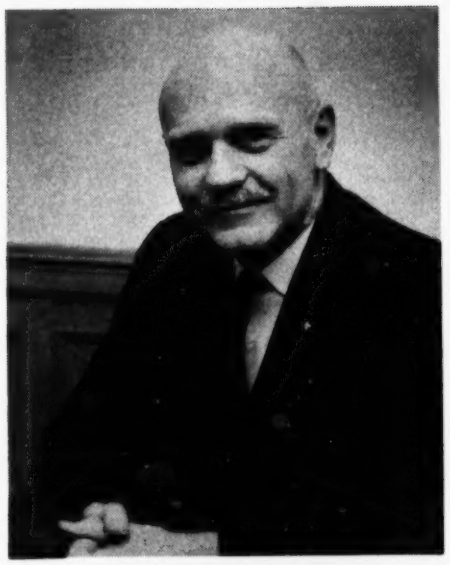
SOME COMPARISONS IN SERVICE

The San Antonio program offers books in every subject field. Virtually every circulating book is available for loan through the mail program, and experience has shown that library users in San Antonio and Bexar County have diversified interests. Everyday's mailing includes a new variety of material. The programs offered elsewhere in the United States that incorporate a book catalog find inevitably that over 99% of the requests are confined to specific listings noted in the catalog. This is despite the fact that announcements made in the information section of the catalog note that any book and/or subject may be requested through the mail. The San Antonio project does not provide return postage, whereas at least one of books by mail programs wherein the catalog is used does provide return postage. Wear and tear on books loaned through the San Antonio program is no more or no less than books loaned through ordinary circulation. However, paper back books that tend to dominate the mail order programs wherein the catalog is used are returned in far better condition than when the same material is circulated over a desk. Perhaps part of the explanation lies in the fact that the paper back books are mailed in heavy mailing bags and they are returned in the same way. The book, therefore, is always protected. Mailing of paper back books has some distinct advantages in that the bag itself is lighter weight and less costly. The weight of the paper back book is also considerably less (one-half or less) than the weight of the hard bound book. Overall, the San Antonio evaluation concludes that use of the catalog definitely tends to restrict the reader to making selections from those items that are described in the published list. Perhaps this obstacle can be overcome. But at this writing, this did appear to be a major problem. The San Antonio project rejected publication of a book catalog on the basis of cost, for preparation, publication and distribution in an area serving 800,000 residents would be impractical and unrealistic. This decision was something other than totally acceptable to the national advisory committee where there was at least one dissenting vote.

The use of the books by mail program where the printed book catalog is used varies considerably. Immediately following publication of the catalog, the use is relatively high. That is, approximately 7,000 book loans a month. Within six months, however, the requests dropped

to one third of that amount. With the publication of a new catalog, the interest again rises and immediately starts to taper off. Obviously, some households keep the catalog and use it on a regular basis, whereas others make a one time use of it. In San Antonio, the evaluation recognizes that greater use would be made of books by mail service if a printed catalog were available. But cost, even at five or six cents per copy, could not be justified within the scope of the San Antonio activity. In addition to the catalog's cost, there would necessarily have to be a very sizeable collection of paper back books to meet the need. This kind of program, however, does need to be tested. Perhaps some day a metropolitan library will pursue this activity. With 800,000 residents, a minimum of at least 200,000 catalogs would be required to reach every household. And at 10¢ a copy, assuming two catalogs per year, the cost would be $20,000. The cost for providing paper back books, assuming approximately 3,000 entries in the two catalogs and 12 to 20 copies per book, would add another $80,000 to the program. The $100,000 expenditure might very well be worthwhile, for, in all probability,the program of this type could produce reader interest that would produce loans well in excess of 12,000 per month. The U.S. Department of Health, Education and Welfare, Library Research Division, expressed keen interest in the San Antonio project, and at one time they were interested in considering the possibility of participating in the financing of the activity. Additional financing, however, was not sought by the San Antonio Library, for at that time there were too many unknown factors to realistically justify the need for additional money. Where the book catalog and the return postage are used, almost all of the borrowers fill out the complete card - that is, they request eight books - no more, no less. In San Antonio, requests for material average 2½ books per request. The books by mail program with the book catalog can inevitably be handled completely by clerical personnel, whereas the San Antonio program requires, in most instances, the assistance of professionally trained staff. This, however, is not to be construed as a disadvantage, for the San Antonio program was designed to very realistically provide the user with service comparable to walk-in service,and the personal contact with the professional librarian aids materially in making this possible. No separate area is designated for books by mail materials in the San Antonio Public Library, but the paper back books mail programs do keep a separate stock just for mailing.

This speech was presented by Mr. Irwin Mike Sexton, Director of San Antonio Public Library, on May 1, 1970, in connection with the Symposium on Changing Concept of Service in Libraries.



STATE AND FEDERAL FINANCIAL SUPPORT FOR LIBRARY SERVICES--- COMPARISON OF PRIORITIES

BY

PAXTON P. PRICE

I

The Federal government for the past thirteen years has been furnishing financial support for public library service. For the past five years it has afforded fiscal aid to academic libraries and, over the same period, it has appropriated nearly half a billion dollars for school library resources. From 1957 through 1969 the Federal contribution in support of these three kinds of library services has amounted to nearly $778 million, and in 1969 alone it totalled over $125 million.

The Federal government has been a late-arriving financial partner in the provision of library services of all kinds and has concentrated its assistance in the provision of library materials. For public library service the total Federal contribution in 1965 exceeded that amount contributed by all the states for local public library service. While figures are not readily found for total state aid to local school library service for that year, the first Federal aid amount appropriated in 1966 was $100 million, a sum thought to be in generous excess of what the states appropriated. Academic libraries received for book expenditures from the Federal government during 1966 under the High Education Act an amount that was approximately ten percent of the estimated amount they spent for themselves.

In recent years, the national government has appropriated aid that has benefitted, directly or indirectly, most kinds of libraries in a variety of ways through a large number of separate assistance programs. All such programs do not specify that a library may be a direct beneficiary. But library personnel, books and other kinds of materials, buildings, and operating costs have been obtainable under the various Federal assistance programs. Even library research and professional training are specified activities eligible for Federal assistance.

Under these conditions, when much Federal aid is being extended through many program vehicles and a variety of channels and, in the absence of any coordinated, regularly scheduled summary report of dollar benefits received by the spending library, it is very nearly impossible to know what the total Federal impact has been on libraries during any given year.

State financial support for public

school, university, and public libraries has a longer history than Federal support. But again, the statistical record of benefits received is incomplete, obscure or missing. This lack of a clear, consistent, and continuing report record for public schools and academic libraries is due to block grants or broad categories of state aid, internal distributions of received appropriations at variance with submitted budgets, and the absence of a nationwide collection of financial data on these kinds of libraries showing governmental sources of income. On the other hand, information on governmental sources of support for public libraries is clearer and more regularly available. The interposition of the state library agency between the local library and the Federal program aid does obscure the division made by the state as to how many Federal dollars it used for its own purposes versus how many it passed on to localities.

The reasons for the ability to trace more accurately and consistently governmental support of public libraries are easy to understand. Public libraries are separate public services and not hidden within some other main institution such as a school or university. The city appropriation clearly identifies the local library and the state appropriation bills establish separate amounts by sections for state aid to public libraries. The Federal government uses numbers and names of Acts to identify appropriation amounts. Thus, it is possible to collect annually by governmental level, comparable data on financial support.

Therefore, because the fiscal record is longer and clearer for all three levels of government - local, state and Federal - on sharing financial costs of public library service, we will confine the development of another formula for governmental support of public library service only.

Originally the locality was intended to furnish the financial support of the public library it chose to operate. This theory and practice persisted unchallenged until the real estate owner during the early twentieth century began feeling the burden of taxes and local governments started searching for other revenue sources. Most public libraries were supported by real estate tax revenues, and their annual income was influenced by willingness to increase taxes, a question that persists even today, although dollar values have changed. Local governments began looking to the state level for financial relief in the form of state aid for various common public services. Libraries crossed this boundary line between governmental levels following the lead of education, and also by claiming to be an educational institution. This trend continues until today when thirty states give aid of one sort or another to local libraries in ever increasing amounts. In 1962 there were only 28 states that gave state aid to local libraries, while a decade earlier only 22 extended such assistance.

At the end of the great depression in the late 1930's and during the 1940's, when the nation was planning a return to normalcy following World War II, a great deal of national and state planning took place. Great strides had been made in scientific, technical, industrial and economic progress that required an orderly assimilation to accommodate a fast growing populace that had greater demands for services than ever before. The problem was to find sufficient tax income to meet the mounting costs required to serve an expanding population. Local government looked even harder to state government for financial assistance and the states received increasing amounts from the Federal government for swelling costs of highways and welfare.

It was, therefore, natural that national planning for public library service should be alerted to trends in shifting degrees of support by governmental levels and the increasing limitation of local revenue sources. A formula of percentage sharing of costs of public library service was advanced in a National Plan for Public Library Service[1] that

called for twenty-five percent to be derivable from the state and fifteen percent from the Federal government. That formula provision for the state share was recommended on the basis of trends in state support for local schools and general government services. The Federal share was predicated on the need for a patrimonious national government to equalize access to public library service between rural and urban citizens.

II

If the division of financial responsibility for public library costs among the three levels of government suggested over twenty years ago was based on following trends of support for education and general government services, is that former formula valid today? We need to look at the record, to make comparisons, reevaluate the rationale for looking to other levels of government for support, and, to reexamine expected gains from additional support versus those actually received. State and Federal support were expected without attached conditions.

Since Federal aid has been initiated, several persons have expressed their ideas on how the cost of public library service should be divided between the several levels of government. At an Allerton Park Institute[2] in 1961, one state librarian advanced the theory that local government should bear forty percent of the cost, another forty percent should be borne by state government, and the remaining twenty percent should come from the Federal government. A few years later, in 1964, a nationally known public library authority[3] gave his opinion that one-half of all costs should come from local sources, one-third from state sources, and one-sixth from the Federal coffers.

Which of these latter-day theories can be viewed as more nearly representative of governmental financing trends and what rationale was used? Do the current conditions bear out one or the other?

If we accept the thesis that all levels of government have some responsibility for sharing the cost of some selected public services, a thesis unacceptable to some state governments even yet, then we need to examine some of the conditions of financing ability of the higher levels of government that affect this theory.

First and foremost are the conditions laid down on local government taxing power. By constitutional provision or legislation, state legislatures generally specify local taxing authority and limit the tax rates of local political subdivisions, or fix a popular referendum condition on certain defined escalation segments of types of taxes. Thus, the taxing power of local government is limited by state government. The financial needs of local government services can only be answered by state government granting higher ceilings for taxation classes or issuing authority to local governments to collect new kinds of taxes. Local gain of the right to collect income and sales taxes is an example and are two kinds of taxes with high yields.

The amount of local governmental revenues during the twenty-five years between 1942 and 1967 increased slightly in excess of eight times. Compared with this significant rate of increase, local library expenditures nearly equalled this record over the same period of time; they increased just slightly under eightfold. Thus, it would appear that local library revenues were generally keeping apace with the trends for local government financing.

State government taxing power isn't affected by limitations placed on it by the Federal government as is the case of local government vis-a-vis the state. The only limitations burdening the state are constitutional provisions and the willingness of the legislature to levy taxes. Essentially then, states are relatively free agents in developing reve-

nues to finance state services and provide intergovernmental aid to localities which have growing demands for such assistance.

State revenues have jumped almost one thousand percent from 1942 to 1967. State aid for local libraries, considered as representative of expenditures from increased revenues, increased nearly ten thousand percent over the same period. It is recognized, of course, that not all states appropriate such funds and, that one state, New York, accounted for one-third of the total amount disbursed in 1967. Although this comparison is drawn on a false basis with weaknesses as noted, it would appear that in terms of total revenue dollars collected by all the states and total dollars appropriated for library assistance,state aid has risen ten times faster than revenue collected. In other words, as the states grew wealthier in income they increased their financial consideration for libraries at a greater rate than that of revenue growth. From this record the tentative conclusion could be reached that the state level of government is more financially responsive to the financial needs of public libraries than is the local level of government which has demonstrated only an increased rate of library expenditures that parallels the increased rate of revenue collected.

At the Federal level, the record is different and of shorter history. To make a like comparison of revenues collected versus expenditures for public library services, we can only use figures for 1962 and 1967 since categorical Federal aid did not exist prior to 1957. In the period from 1962 to 1967, Federal revenues rose sixty-five percent. But Federal aid for public libraries increased slightly in excess of one hundred percent. Since 1967 Federal aid has been decreasing, but considered from the standpoint of its first ten-year growth record, Federal aid rose astoundingly from $2 million to $76 million. As a level of government to look to for financial assistance and based on this record, the Federal level can be considered a more lucrative source of funds than the local level but not quite as promising as the state level.

III

On the other hand, comparing increased library expenditures with increased general revenues at the various levels of government gives us only a partial understanding of governmental financing trends. Rising costs of government is only one reason why governmental expenditures increase. Public demand for new services, increased services or improved services,results in government response to these pressures in proportion to its capability and priorities of importance at the various levels.

Governmental level priority is reflected in levels of expenditure for the various functions of government. Quite naturally, the priority given a function common to all levels varies between levels and often as a factor of general nationwide concern.

If we should draw comparisons between governmental level expenditures for education at the elementary and secondary levels and public libraries, we would gain some insight on priorities for these two functions which is not reflected by simply comparing revenue and expenditure rates. Due to the recency of Federal interest in public libraries, we need to restrict our analysis here to the period of 1962 to 1967 for changes in financial support. At the local level,expenditure rose for education during that period about sixty-five percent, while disbursements for public libraries at the same level jumped over two hundred and fifty percent.

The expenditure record for the same functions during the same period at the state level is found to be the reverse. State expenditures for education are found to have increased over three hundred percent, while those for public

libraries rose slightly less than one hundred percent. At the national government level the same reverse situation prevailed only to a more pronounced degree. Educational expenditures rose over three hundred percent, but public library aid rose only about ten percent.

Therefore, based on this relatively recent period and this narrow band of time experience, public libraries in comparison made much stronger gains in securing financing at the local level than did education but fell far short of equalizing the dramatic gains made by education from the upper two levels of government; in fact, libraries experienced decreasing rates of gains.

When expenditures for education and public libraries are viewed only at the Federal level during this short period of recent history and as a percentage of Federal intergovernmental expenditures, the gain made by libraries far outstripped that made by education.

In summary, public library financing has been increasingly shared by the Federal government which contributed eighteen percent to their total cost in 1967, but that contribution has been dropping since that date. Moreover, while the percentage of financial gain has been a healthy one, it has failed by a considerable margin to equal that made by education. The most significant gain made in the interval between 1962 and 1967 was at the local level.

Now, let us examine the priorities of state government to learn if we can detect any relative comparison in the expenditure record for libraries versus that for schools or general governmental services. Comparison of expenditures by states for public libraries and schools cannot be made on the basis of amounts for obvious reasons. Moreover, our primary interest is in finding evidence to justify a claim for parity with education and general services in cost sharing between the local and state levels of government. Therefore, our examination must be confined to comparing rates of change in financial support over our adopted time frame to determine relative standings at the end of the twenty-five year period.

Out of total state general expenditures, which have increased a total of over five hundred percent during the years 1942-1967, intergovernmental expenditures for public libraries have experienced an eight hundred percent growth, while education has received a growth rate increase of only about thirty percent. Yet education was receiving over twenty percent of all intergovernmental expenditures, while public libraries received barely one-half of one percent.

All intergovernmental expenditures by the states increased several hundred percent from 1942 to 1967, during which time the percentage of those expenditures for public libraries rose considerably above that total growth and far exceeded the growth percentage for education. Still, education was receiving in 1967 over sixty percent of all intergovernmental expenditures and libraries were getting only a fraction of one percent.

If schools are receiving increasing percentages of all state intergovernmental expenditures, which should surprise no one, general local government support received from the state has been decreasing since 1942. It dropped from 12.6 percent to 8.3 percent in 1967.

More revealing than is indicated by percentages of the state's expenditures for these local purposes are the percentages representing the state share of all local general expenditures for education and libraries. From 1942 to 1967 state sharing for education rose from 36 percent to 41 percent, a gain of about 14 percent. State sharing of local expenditures for libraries, on the other hand, made a dramatic gain of over eleven hundred percent, although in 1967 the state share amounted to only 8.24 percent.

So, it would appear from these records that public library financial support from the state has been growing

by leaps and bounds, while education was increasing only modestly undoubtedly because of the large sums involved. But the fact remains that the state is contributing for libraries only about one-fifth of the percentage rate by which it supports local education costs.

There are other factors and trends to consider in any analysis of financial support growth for public libraries. The financial worth of the individual taxpayer is an indication of his receptivity to financial increases at the local level for library services as well as other government services. Individual political philosophy expressed through political party voting is a factor that is evident at the state level where supplementary financial assistance is appropriated. Appropriations could be said to be expressions of political philosophy goals. The last consideration comes from the intergovernmental competition for available tax revenues which are under constant strain at the state and Federal levels. Political leaders are endeavoring to reconcile their conflicting views as to which level of government should be responsible for financing common public services.

Personal income growth, the first of these additional factors, can be considered only as an indicator. The attitudinal expression of personal income increase is the thought to be exercised first at the lowest level - local government. From 1942 to 1967, average per capita personal income grew by 246 percent. Over the same period, growth of the average per capita expenditure for public library service was very nearly twice the amount for per capita income, rising 462 percent.

When the state level of government is analyzed from the standpoint of political party domination, the record presents a rather clear picture of what can be expected from that source for supplementary financial assistance for library service. By using a categorization[4] of the states as to degree of domination by one party or the other and arraying accordingly state aid for public libraries for the year 1967, we find the Democratic party dominated states more generous with local library support than is true for those oriented with the Republican party. Of the 17 states with a high frequency of Democratic party domination, only one-third did not afford local libraries state financial assistance. But of the eight states predominantly controlled by the Republicans, two-thirds offered no library aid. And of the twenty-five states that are categorised as two-party in character, nine did not appropriate financial aid. Dollar-wise the record for total state aid reads as follows: Democratic states appropriated roughly $6.5 million; Republican states appropriated nearly $50,000; and, the two-party states appropriated slightly in excess of $27 million. Thus, it is clear that Democratically-controlled states are in the majority of cases in favor of aiding libraries, while half the states alternating under two-party competing control show a high frequency for appropriating state aid and in the largest amounts.

Recent trends in efforts to segregate financial responsibilities between the upper levels of government is indicated in the publications of the Advisory Commission on Inter-Governmental Relations. Commission members are citizens at large, U.S. Senators and Representatives, U.S. Cabinet officers, Governors, Mayors, State Legislators and County officials. This Commission[5] suggests adoption by the states of the principle of state financing of local education to ensure equality in educational opportunity. Local property would be free of school taxes which have dominated property tax rates. If this recommendation is in fact adopted and becomes a trend, the property tax limits now authorized would be usurped by local government to finance increasing costs of other services. This would reduce, in effect, the burden on real estate taxes which are the principal source for local library income.

Whether libraries could materially benefit from this vacated tax source in competition with other local government services is problematical. If local libraries are not utilizing the full tax rate authorized, as was found to be the case earlier,[6] this new potential opportunity for realizing increased financial support is one more reason to expect greater financial effort at the local level.

IV

From a summary of the historical development of governmental finances and the share received by public libraries at the various levels, plus consideration of other contributing factors, a rationale can be developed for logical expectation in governmental support of library service. In addition, we can examine the continuing validity of previous formulas.

Between levels of government we have observed that the state and Federal governments are freer in raising revenues than is local government and they have vigorously exercised these capacities. Local revenues have not risen as far as those for state and Federal levels of government, but political leaders have advanced a new possibility for local government to increase its capacity to fund by freeing itself from school taxes.

Expenditures by governmental levels have all increased for libraries but the record shows the most stability and the most dramatic gains at the state and local levels. Federal expenditure for libraries peaked in 1967 and have been decreasing since. Moreover, Federal expenditures failed to equal authorized amounts. Lately, the Federal government is endeavoring to find more funds for higher priority national issues which affect larger numbers of people than do public libraries. The record shows that public library support at the state level has enjoyed very substantial increases which is found to be better than for education and local general government purposes. Libraries have shared at a constant comparable rate with the increased rate of state revenue. At the local level libraries have experienced a rate of increased support that exceeds that made at the upper levels. Expenditures have nearly doubled the gain made by per capita income.

In 1967 the relative percentages of contributions at all three governmental levels in relation to the combined expenditure for education and libraries show the following comparisons:

Contribution by percentages to combined expenditures for education and public libraries by level of government for 1967

Function	Federal	State	Local
Education	7.2	39.3	53.5
Public libs.	14.3	6.5	79.2

These percentages reflect recent growths of expenditures at the state and Federal levels resulting from a new departure in Federal interest in education that began in 1965. There was a concurrent burst of national interest in libraries, an educational-type function, which was, beginning in 1964, augmented the following year with financial aid programmed for other than public libraries.

The political complexion of Federal and state government is found to be a determining factor in library support. Priorities at the national level have a greater tendency to change more radically from year to year on the basis of national issues which carry astronomical costs. Moreover, national priorities shift in accordance with changes in political leadership, a condition not found so prevalent at the state level. Influence of politics on library funding is illustrated by the record which shows that states having Democratic party domination are in the majority and provide most of the state aid for libraries.

My recommendation, based on conclusions from these observations and trends, is that public libraries should

look to local sources for the majority of their support and expect a lesser share from the upper two levels of government. Posing as an educational institution, which is a primary concern for state government, the public library should strive to capitalize on demonstrated funding trends and secure a better share and, more comparable to that for education, of total costs amounting to at least 35 percent. Many states provide financial assistance using an equalization formula, but public libraries have yet to reach that degree of common concern in the public mind which results in a desire to legislate for equalization of service. Local libraries are moving to achieve this end as they are stimulated by new standards and this movement could be advanced as justification for greater state sharing of costs.

The Federal share is declining and is essentially based on funding arrearages in conditions, new departures in service and, in some cases, inequities in service. The present rationale for allocation of funds to the states is not having the effect intended of giving proportional assistance to those localities which provide matching funds. The Federal share should stabilize in its fluctuation at 5 percent of all costs and should be divided between supplying operational research funds and funding inequities between states based on their relative ability to pay rather than their current effort.

The local share should be at least 60 percent. Local financing can be improved as was demonstrated in the past and in view of the prospect of higher tax sharing opportunity.

The time required for percentages representing funds to adjust from present levels to the recommended levels cannot be predicted. Gains will be made on all fronts. But the recommended balance represents realistic trends, opportunities and potentialities.

[1]Joeckel, Carleton B. and Winslow, Amy. A National Plan for Public Library Service. Chicago, A.L.A., 1948.

[2]Allerton Park Institute, Champaign, Ill., 1961. The Impact of the Library Services Act-Progress and Potential. Champaign, Ill., The Institute, 1962.

[3]Martin, Lowell A. "The Library Services and Construction Act - What Will It Mean?" ALA Bulletin, September 1964. pp. 689-694.

[4]Ranney, Austin. "Parties in State Politics." In Politics in the American States: a Comparative Analysis, edited by Herbert Jacob and Kenneth N. Vines. p. 65. Boston, Little, Brown, 1965.

[5]Advisory Commission on Intergovernmental Relations. State and Local Finances; Significant Features 1967-1970, (November, 1969), and, State Aid to Local Government, (April, 1969). Washington, D.C., The Commission, 1969.

[6]Price, Paxton P. "Financial Administration." In Local Public Library Administration, edited by Roberta Bowler. p. 125. Chicago, The International City Managers' Association, 1964.

This lecture was presented by Mr. Paxton P. Price, Librarian of the Saint Louis Public Library, on April 8, 1970.

Table 1: TOTAL REVENUE BY LEVELS OF GOVERNMENT

Year	Federal	State	Local
1942	$16,062	$ 6,870	$ 8,114
1952	71,798	16,815	19,398
1962	106,441	37,595	43,147
1967	161,351	61,082	65,377

Source: U.S. Bureau of the Census. Census of Governments: 1962, Vol. VI, No. 4, Historical Statistics of Governmental Finances and Employment.

U.S. Bureau of the Census. Governmental Finances in 1966-67. GF67 No. 3.

Table 2: EXPENDITURES OFR PUBLIC LIBRARIES BY LEVEL OF GOVERNMENT (In Thousands)

Year	Federal[1] (LSA & LSCA)	State Aid[2]	Local[3] Expenditures
1942	- - -	$ 366	$ 55,376
1952	- - -	5,177	143,246
1962	$ 7,500	18,351	153,859
1967	76,000	34,690	420,989

Sources: 1. The Bowker Annual. New York: R. R. Bowker Co., Annual.

2. Book of the States. Chicago: Council of State Governments, Bi-Annual.
American Library Directory, New York: R. R. Bowker Co., Annual.

3. American Library Directory, New York: R. R. Bowker Co., Annual.

Table 3: EXPENDITURES OF EDUCATION BY LEVEL OF GOVERNMENT (In millions)

Year	Federal (Intergovernmental expenditure)	State (Intergovernmental expenditure)	Local (Direct expenditure)
1942	$ 76	$ 790	$ 2,195
1952	436	2,523	6,824
1962	1,169	6,474	17,946
1967	3,920	21,229	28,867

Source: U.S. Bureau of the Census. Census of Governments: 1962, Vol. VI, No. 4, Historical Statistics on Governmental Finances and Employment.

Table 4: FEDERAL INTERGOVERNMENTAL EXPENDITURES FOR EDUCATION AND PUBLIC LIBRARIES BY PERCENTAGE

Year	Education[1]	Public Libraries[2]
1944	18.0	- 0 -
1952	16.9	- 0 -
1962	15.1	.096
1967	26.0	.50

Sources: 1. U.S. Bureau of the Census. Census of Governments: 1962. Vol. VI, No. 4.
Historical Statistics on Governmental Finances and Employment.
U.S. Bureau of the Census. Governmental Finance in 1966-67. GF67, No. 3.

2. The Bowker Annual. New York: R. R. Bowker Co., Annual.

Table 5: STATE INTERGOVERNMENTAL EXPENDITURES FOR EDUCATION AND PUBLIC LIBRARIES BY PERCENTAGE

Year	Education[1]	Public Libraries[2]
1942	44.2	.02
1952	50.0	.10
1962	59.4	.16
1967	62.2	.18

Sources: 1. U.S. Bureau of the Census. Census of Governments: 1962. Vol. VI, No. 4.
Historical Statistics on Governmental Finances and Employment.
U.S. Bureau of the Census. Government Finances in 1966-67. GF67, No. 3.

2. Book of the States. Chicago: Council of State Governments, Bi-Annual.
American Library Directory, New York: R. R. Bowker Co., Annual.

Table 6: STATE INTERGOVERNMENTAL EXPENDITURES FOR EDUCATION AND PUBLIC LIBRARIES AS A PERCENTAGE OF TOTAL STATE GENERAL EXPENDITURES

Year	Education[1]	Public Libraries[2]
1942	17.4	.008
1952	18.2	.037
1962	20.7	.058
1967	22.2	.065

Sources: 1. U.S. Bureau of the Census. Census of Governments: 1962. Vol. VI, No. 4.
Historical Statistics on Governmental Finances and Employment
U.S. Bureau of the Census. Governmental Finances in 1966-67. GF67, No. 3.
2. Books of the States. Chicago: Council of State Governments, Bi-Annual.

Table 7: STATE INTERGOVERNMENTAL EXPENDITURES FOR EDUCATION AND PUBLIC LIBRARIES AS A PERCENTAGE OF LOCAL GENERAL EXPENDITURES

Year	Education[1]	Public Libraries[2]
1942	36.0	.66
1952	36.9	3.61
1962	36.0	11.93
1967	41.0	8.24

Sources: 1. U. S. Bureau of the Census. Census of Governments: 1962. Vol. VI, No. 4.
Historical Statistics on Governmental Finances and Employment.
U. S. Bureau of the Census. Governmental Finances in 1966-67. GF67, No. 3.

2. Book of the States. Chicago: Council of State Governments, Bi-Annual.
American Library Directory. New York: R. R. Bowker Co., Annual.

Table 8: STATE INTERGOVERNMENTAL EXPENDITURE FOR GENERAL LOCAL GOVERNMENT SUPPORT IN PERCENTAGE

Year	Percent
1942	12.6
1952	10.9
1962	7.7
1967	8.3

Sources: U. S. Bureau of the Census. Census of Governments: 1962. Vol. VI, No. 4.
Historical Statistics on Governmental Finances and Employment.
U. S. Bureau of the Census. Governmental Finances in 1966-67. GF67, No. 3.

Table 9: STATE AID FOR 1967 CLASSIFIED ACCORDING TO DEGREE OF INTER-PARTY COMPETITION FOR CONTROL OF STATE GOVERNMENT (IN DOLLARS)

State	Democratic	Modified One-Party Democratic	Two-Party	Modified One-Party Republican
1. Alabama	100,800			
2. Alaska			9,000	
3. Arizona		None		
4. Arkansas	320,000			
5. California			100,000	
6. Colorado			320,000	
7. Connecticut			160,000	
8. Delaware			31,055	
9. Florida	206,000			
10. Georgia	2,433,990			
11. Hawaii			None	
12. Idaho			None	
13. Illinois			3,316,834	
14. Indiana			None	
15. Iowa				None
16. Kansas				None
17. Kentucky		233,000		
18. Louisiana	None			
19. Maine				18,250
20. Maryland		1,757,519		
21. Massachusetts			1,270,000	
22. Michigan			1,000,000	
23. Minnesota			200,000	
24. Mississippi	None			
25. Missouri			466,574	
26. Montana			None	
27. Nebraska			None	
28. Nevada			None	
29. New Hampshire				30,500
30. New Jersey			1,976,000	
31. New Mexico		20,000		
32. New York			12,800,000	
33. North Carolina		686,250		
34. North Dakota				None
35. Ohio			331,040	
36. Oklahoma		None		
37. Oregon			None	
38. Pennsylvania			4,728,652	
39. Rhode Island			506,096	
40. South Carolina	71,000			
41. South Dakota				None
42. Tennessee		450,000		
43. Texas	None			
44. Utah			None	
45. Vermont				1,079
46. Virginia		200,000		
47. Washington			66,738	
48. West Virginia		None		
49. Wisconsin				None
50. Wyoming			None	
TOTALS	$3,131,790	$3,346,769	$27,261,990	$49,829

Table 10: STATE EXPENDITURES FOR STATE LIBRARY AGENCIES AS PERCENTAGE OF STATE GENERAL EXPENDITURES

Year	Percent
1952	.05
1962	.03
1967	.05

Sources: Book of the States. Chicago: Council of State Governments, Bi-Annual.

U. S. Bureau of the Census. Census of Governments: 1962, Vol. VI, No. 4, Historical Statistics on Governmental Finances and Employment.

U. S. Bureau of the Census. Governmental Finances in 1966-67. GF67, No. 3.

Table 11: LOCAL PUBLIC LIBRARY EXPENDITURES AS PERCENTAGE OF LOCAL GENERAL EXPENDITURES

Year	Percent
1942	.74
1952	.71
1962	.38
1967	.70

Sources: American Library Directory. New York: R. R. Bowker Co., Annual.

U.S. Bureau of the Census. Census of Governments: 1962, Vol. VI, No. 4, Historical Statistics on Governmental Finances and Employment.

U.S. Bureau of the Census. Governemtnal Finances in 1966-67. GF67, No. 3.

Table 12: EFFORT INDEX - AVERAGE PER CAPITA PERSONAL INCOME VERSUS AVERAGE PER CAPITA PUBLIC LIBRARY EXPENDITURE

Year	Average Percent Income[1]	Average Percent Public Library Expenditures[2]
1942	$ 914	.42
1952	1,644	.93
1962	2,366	1.66
1967	3,162	2.36

Sources: 1. The World Almanac. Newspaper Enterprise Association, Inc., Annual.

2. American Library Directory. New York: R. R. Bowker Co., Annual.

CENTRALIZED CATALOGING FOR THE COUNTRY--

NOW AND IN THE FUTURE

by

EDMOND L. APPLEBAUM

In May 1967, I stood in this building and spoke to the Ohio Valley Group of Technical Service Librarians about "Implications for the Technical Services of the National Program for Acquisitions and Cataloging." NPAC was then a vigorous one year old. I am flattered to be invited back now; for if the first invitation extended to a speaker can be considered a calculated risk, the second invitation is surely a known risk.

Tonight I am to speak to you about centralized cataloging for the country--its present and future. NPAC--The National Program for Acquisitions and Cataloging--is at the heart of the subject. For the sake of those among you who may not be intimately acquainted with the development of the program, I ask the remainder of you to bear with me for a brief recapitulation.

For years university and research libraries had been hampered by a severe shortage of trained and linguistically qualified librarians able to speedily catalog and classify all of the publications being acquired. Libraries were also hampered by lack of information about available publications and by inability to obtain needed research materials quickly because of inadequate bibliographic tools and book channels in some areas of the world. Duplication of cataloging efforts throughout the country served to further dissipate skills already in very short supply.

With the passage of Public Law 89-329, the Higher Education Act of 1965, the Librarian of Congress was charged with the following responsibilities under Title II, PartC: first, acquiring, so far as possible, all library materials currently published throughout the world which are of value to scholarship; and second, providing catalog information for these materials promptly after receipt and distributing such information by printed catalog cards and by other means. The need for a program like this had been clearly illustrated in a series of surveys showing that the college and research library community was amassing staggering quantities of uncataloged publications and that use of Library of Congress printed cards was only providing approximately half of the cataloging needed. Cooperative cataloging efforts whereby other American libraries supplied the Library of Congress with cataloging copy which was subsequently printed and distributed by LC was only providing another 2% of the cataloging needed. The complications and cost of cooperative cataloging made it further evident that if increased cataloging information was to be provided it had to

come from centralized rather than cooperative efforts. The Library of Congress was the logical agency to do the job. It had the best foundation upon which to develop a central cataloging service. It had extensive reference collections and catalogs, a large staff with wide subject and language proficiency; a catalog card printing and distribution service that had been operating since 1901; it had national funding, and international prestige. A practical solution was the development of LC as a central cataloging agency, comprehensive and rapid so that libraries could depend upon it to produce the cataloging copy needed for all important American and foreign material. But in order to do the job the Library of Congress had to enter upon some new trails.

First, it was decided that LC could use for its descriptive cataloging work the descriptive elements appearing in the majority of national bibliographies produced in the bibliographically advanced countries; second, it was decided that LC would use a rapid acquisitions combination of blanket order dealer selection supplemented from pre-publication bibliographical information obtained from the national bibliography producers. This replaced an earlier and much slower system that awaited the arrival of the printed bibliography. Finally, by having the descriptive cataloging of these works done in centers established overseas that would forward the preliminary catalog cards and publications simultaneously by air, the Library revolutionized its own procedures and cut further weeks and months from its routines. Of course, the choice and form of author entry and secondary entries, the application of subject headings, and of Library of Congress and Dewey Decimal classification numbers continued to be done at the Library. In order to get library cataloging data quickly into the hands of the research library community and equally important, in order to learn of those publications being acquired by the research library community and not by the Library of Congress, special arrangements were consummated with over 90 of the largest research libraries, whereby full sets of newly printed catalog cards were sent out on a daily basis with the understanding that the research libraries would maintain files of these cards and report back to the Library of Congress those titles that they had ordered or received for which they did not find Library of Congress catalog copy in their depository file. In those instances, the Library of Congress placed orders for titles that had not yet been ordered or rush cataloged them if they had been received and were not yet in the cataloging stream. Also in the interest of speed a second shift at the Government Printing Office Branch of the Library of Congress was instituted, thereby doubling the GPO card printing capacity.

The Shared Cataloging Division was established specifically to handle the cataloging being done in collaboration with national bibliography producers and to maintain and service the acquisitions control file that allowed the Library of Congress to determine that publications needed to be acquired as a result of outside library reports.

Regional acquisitions officers were considered for those areas of the world where no organized book trade and no national bibliographies existed. In parts of the world where centers could not be established for political or other reasons, a variety of other arrangements were made to meet the requirements of a centralized cataloging system.

What have been the specific accomplishments to date? Where do we stand now and where do we go from here? Nine shared cataloging operations, staffed chiefly with local personnel, have been established in London, Vienna, Wiesbaden, Paris, Oslo, The Hague, Belgrade, Florence, and Tokyo. These operations cover the publications of 15 countries; the British Isles, Austria, East and West Germany, France, Sweden, Denmark, Norway, Switzerland, Belgium, the Netherlands, Yugoslavia, Italy,

Finland, and Japan. Three regional acquisitions centers exist; one in Rio de Janeiro for the acquisition of Brazilian publications, one in Nairobi, Kenya, covering twelve east African countries, and one in Djakarta, Indonesia. The Library has also melded into this effort the overseas centers established under its PL 480 programs acquiring and distributing publications issued in the United Arab Republic, Israel, India, Pakistan, Ceylon, and Nepal. Accessions lists for these areas are issued as they also are for East Africa and Indonesia. In addition, arrangements have been made to use cataloging done by the All-Union Book Chamber of the USSR and to receive cataloging and publications together from the national bibliography producers of the national libraries of Bulgaria and Czechoslovakia. Also coming directly to the Library of Congress is national bibliography cataloging data prepared in Canada, South Africa, Australia, and New Zealand. Altogether then, some 40 countries are more closely covered bibliographically than ever before. Cooperative arrangements also have been established with the National Library of Medicine and the National Agricultural Library whereby, in some parts of the world, materials acquired by these libraries are routed through LC overseas centers for mutually advantageous purposes. National Library of Medicine subject headings and classification numbers have been included on many LC cards as a result of these arrangements and to the benefit of other medical libraries.

The activities overseas are intriguing. They dramatize the originality and drive of the program and portend greater things to come in the areas of international cooperation. The fact of the matter is, however, that the major effort, and by far the major expenditure of funds has been and continues to be right at the Library of Congress in the concentration on an expanded and specialized cataloging staff.

The Shared Cataloging Division, which did not exist in April 1966, now numbers over 160 people. Staff has been added also to the Descriptive Cataloging Division, the Subject Cataloging Division, and the Dewey Decimal Classification Division. The growth of the LC cataloging production is significant. In 1965, before the start of the program, the Library cataloged 110,000 titles new to its collections. In 1966 it cataloged 125,000 such titles, in 1967 140,000 titles, in 1968 185,000 titles, and in the fiscal year ended June 30, 1969, over 200,000 titles were cataloged by the Library of Congress. Over 390,000 reports from participating libraries have been searched during this period, and some 86,030 titles have been ordered as a result of these outside library reports. Strenuous efforts have been made to speed up the entire procedure of selection and cataloging of books and the printing and distribution of catalog cards. The first phase of an automated system for the handling of LC card orders, involving the machine reading and sorting of card orders, has been installed, and once the proposed second phase (printing of cards on demand through computer driven photo composition) can be established, a major change in card distribution service will take place.

To briefly recapitulate, we may say that since inception of the program in May 1966, the Library has greatly increased its cataloging support staff including the recruitment and training of catalogers with specialized language and subject skills. It has arranged to share the cataloging data already prepared by the producers of national bibliographies in 22 foreign countries. It has established a specialized Shared Cataloging Division. It has altered procedures to speed up selections and ordering. It has established abroad 9 shared cataloging centers and three regional acquisitions centers staffed almost entirely by local personnel in the countries where they are located. It has added an extra printing shift to

hasten production of printed catalog cards. It has even established an office devoted to the training of catalogers, searchers, and filers in the Library of Congress. Under this innovative program, the Library last year distributed to more than 90 research libraries depository sets each containing over 220,000 LC cards. It has almost doubled its cataloging production from fiscal 1965 to 1969. And it has more than doubled its monographic purchases. With Library of Congress cataloging now available for 75% of the 7,600,000 volumes added to the 76 major academic libraries comprising The Association of Research Libraries in fiscal year 1969, it is estimated that total cataloging costs were reduced for these libraries alone from an estimated $28,766,000 to about $18,449,000 representing a clear savings of over $10,000,000 to these specific institutions. If we include the libraries of other universities, college, and junior colleges we can say that over 2,500 academic libraries are saving millions of dollars and are also able to offer vastly improved services through the federal government's investment in Title II-C amounting to $5.5 million in fiscal year 1969. This greatly increased amount of cataloging information is, of course, available to all libraries including the more than 25,000 firms and individuals subscribing to the Library's card distribution service and to additional thousands of users through the Library's published catalogs in book form.

I should like now to quote a few comments made by some distinguished university librarians. Dr. Jerrold Orne, Univeristy Librarian of the Univeristy of North Carolina Library, in April of 1969, "My own library . . . has been able to improve its handling of the cataloging operations by at least 100% because of this program. This experience has been duplicated in every large research library in this country. I know of no other program . . . where so important and widespread a need is satisfied with the modest sum of money assigned for the purpose. I would also point out that this is not a giveaway program and that every one of the research libraries that enjoys its benefits also contributes to it by supplying a continuous flow of bibliographic information to the Library of Congress in the interest of the service. There is consequently a coordination of effort which is unique among the many programs relating to the libraries within the Office of Education."

In April 1969, Dr. Frederick Wagman, Director of University Libraries at the University of Michigan, wrote, "Prior to the introduction of the Shared Cataloging Program . . . a library such as mine was able to use LC catalog cards for only approximately 40% of the new titles it acquired every year. Since the Shared Cataloging Program has been introduced, that percentage in my library has risen steadily until this year we can report with immense gratification that for 73% of all the titles that we acquire, we are not compelled to do the original cataloging ourselves but can use catalog cards produced by the Library of Congress. How much this saves us can be discerned from the following: The University of Michigan Library so far this year has acquired and has cataloged 39,901 new titles. Of this total it was able to use LC catalog cards for 28,946 titles, or 73% utilizing 3.87 man years of clerical staff in the process. Thus, to adapt LC catalog cards for our own use we need only one man year at the clerical level for 7,479 titles. Of the total new titles cataloged, 10,955 had to be cataloged by our own staff since LC catalog cards were not available for these. For this number we employed 11.27 man years mostly at the professional level at a much higher rate of pay and at a rate of 972 titles for each man year."

"In summary, we are currently cataloging 73% of all our intake of new titles in the library with 25% of our cataloing staff and 27% of our intake of new titles for which LC cards are not available, with 75% of our cataloging staff."

Dr. William M. Locke, Director of

Libraries, Massachusetts Institute of Technology, wrote in April 1969, "The shared cataloging and foreign acquisitions program of the Library of Congress is the most important new venture on the national and international library scene since the Second World War. It points the way toward the ultimate goal where each nation would provide complete catalog information for everything being published within its borders, then exchange this information with all other nations interested."

W. Carl Jackson, Director of Libraries, Pennsylvania State University, testifying before the House Appropriations Subcommittee on Labor and H.E.W., in May 1969 said, "The benefits of this program to the libraries of the Pennsylvania State University are fairly typical and will serve to illustrate the magnitude of these savings. Before this program commenced we performed original cataloging for 50% of the materials acquired and obtained LC copy for the other 50%. This year, we have been able to obtain LC copy for 80% of these materials. Although we will add about 150,000 volumes to our libraries this year, for purposes of this illustration, I will use a lower figure of 103,000 volumes since this is the average of holdings added to the 71 ARL academic libraries during 1967-68. Thus, the difference between the amount of original cataloging before the program (50%) and the present 80% is 30,000 volumes. While the cost of cataloging varies considerably between libraries, the difference in cost of original cataloging and cataloging with LC copy is reasonably constant at $5.55 per volume. This therefore represents, as a conservative estimate, a savings to us of $170,000."

The University of Indiana Library did a control study during October, November, and December of 1968 and reported as follows: "From the study we can conclude that a high percentage indeed (80%) of all current items acquired by a large research library has an LC card available within six months of the date of placing the order. By the time current books leave the Order Department to enter the Cataloging Department, 73% have LC cards available to the Library."

The foregoing statements provide direct proof of the impact of this program.

Title II-C was amended during fiscal 1969 to authorize some additional and significant changes. The first of these would permit the Library of Congress to acquire a second copy of those foreign publications which are difficult to obtain. It was not intended that the Library of Congress acquire second copies of books which would be easily obtained through regular trade channels. With this authority a copy would be available for use in Washington for Congressional and other government purposes and a second copy would be available elsewhere for loan purposes. The Committee report indicated that such a copy could be placed by the Library of Congress for centrally located depository use. The second amendment would enable the Library of Congress to obtain extra copies of books from those parts of the world where it had had to establish procurement centers because of undeveloped book trade. The amendment authorized the Library of Congress to utilize our personnel at these centers to obtain extra copies as required by individual libraries for their collections. The cost of the books would be met by the libraries, only the overhead would be absorbed by the Title II-C program. The third amendment authorized the Library of Congress to prepare and distribute bibliographies, indexes, guides, union lists and the like as well as catalog card information for the research library community. To date no appropriations at all have been made available for the purpose of implementing any of these amendments.

What does the future hold in store? First, I think one would have to be quite a remarkable economic analyst to peer into his crystal ball and predict what sums of money would be available for education programs in the forthcoming years. And perhaps an economic analyst could not make this forecast either. I am reminded of Walter Heller's retort when the former Chairman of the President's

Council of Economic Advisors was asked to make a forecast on stock market activity and refused on the grounds that he was only an economic analyst not a psychoanalyst. If funding becomes available, then I would say that the future is clear. We must continue to develop this program till all areas of the world are covered by a totally adequate acquisitions and cataloging program--a program that will provide American libraries and the users of these libraries with the basic wherewithall to acquire, catalog, and use research materials published throughout the world.

If funding is not made available at such a level then we must make some choices. First, coverage of the most bibliographically productive countries. Second, coverage of those areas of the world where our national interests and our research activities are foremost. I find it hard to accept the third option that sees withdrawal of support of this program, because this means at the best a return to a former unsatisfactory condition and at the worst, the entrance into a new condition where, because of increased important publishing throughout the world, we would retrogress to the point where only a fraction of the truly important materials would be acquired and cataloged promptly enough to provide the service required and merited by the American library community.

A fully functioning, prompt-delivering cataloging program is one necessary part of the package if the MARC system, the system of machine readable cataloging copy developed by LC, is to become not only an American standard but an international standard. With such a standard for the communication of bibliographical information, one can foresee all countries freely exchanging such data. We are still far from the millennium at present, however. Understand that by "centralized cataloging" I really mean "shared cataloging." I don't think any one country--and this includes the United States-- can marshall the money and skilled human resources necessary to catalog and classify, place under complete and accurate and prompt bibliographic control, the publishing output of the world. Even if it could, there is no economy in such an effort. There are many and obvious obstacles to achieving the desired end of finding each country promptly and comprehensively providing a fairly standardized catalog entry for each significant item published in the country. Some of these obstacles are obvious; the foremost being the inadequate financial support provided in most parts of the world for biliographical systems. This leads to a lack of comprehensive coverage, to a lack of speed in cataloging and classification, and frequently, because inadequate salaries result in inadequate staffing levels, to a lack of technical cataloging standards and expertise. Other hindrances that we encounter include a lack of any nationally centered responsibility and a lack of communication between countries and, frequently, within countries. Certainly we must be aware and resign ourselves to the fact that total standardization is a will-of-the-wisp. What we must strive for is compatability and a standardization of the sequence of entry of cataloging elements and, as close as possible, agreement on the rules of entry and description. There will be and must always be certain cataloging differences required both by language differences and particularly by differences in how the knowledge of the world is categorized, viewed, and applied by many and widely varying societies.

An awareness of the foregoing elements should enable us to move forward in those areas where success is attainable. One of the areas is the application of a standard book number and a standard serial number system in the country of origin of each publication. This is vital as an element in the transmittal and retrieval of machine readable bibliographical information.

Another areas of importance is agreement on mechanization of library services. Dr. James E. Skipper,

Director of Libraries at the University of California at Berkeley, has stated this point well in speaking about NPAC and library automation. He said, " We have long dreamed of being able to communicate in an international bibliographic language . . . Experience suggests the possibility that automation itself may be the catalytic agent that will draw the international library community together under common systems of bibliographic controls which have eluded us in the past. For centuries musicians and mathematicians have been able to communicate internationally by a standard language of symbol and notation. One of the most significant future implications of the present program is the possibility of achieving greater bibliographic compatibility."

Another area that is most hopeful is that of standardization of catalog codes. Since the International Conference on Cataloging Principles held in Paris in 1961, there has been substantial progress in international cooperation in the fields of cataloging and bibliography. During this past summer further progress has been made. An international meeting of cataloging experts was held in Copenhagen under the auspices of the International Federation of Library Associations on August 22-25. There were 41 cataloging experts representing 34 countries and an additional 12 observers in attendance. Two important decisions came from this meeting. First, that committee would prepare a definitive edition of the Annotated Edition of the Statement of Principles basing it on all comments received prior to, during, and after the meeting, drawing attention to the weaknesses and inconsistencies in the Statement of Principles and reporting on various solutions adopted in various new and revised national cataloging codes. The second decision reached by the conference was that there should be an international standard for the bibliographical descriptions of publications and that these descriptions should be comprehensive and be given in a fixed order. A working party was appointed to make detailed recommendations for the composition, form, and order of the items in the bibliographical description. The conference also agreed that efforts should be directed toward creating a system for the international exchange of information by which the standard bibliographical description of each publication would be established and distributed via cards or machine readable records by a national agency in the country of origin of the publication. All participants in this important meeting stressed the urgency of standardization of both bibliographical description and machine readable records.

You probably have noticed that what I initially started out calling "centralized cataloging" I am now referring to more and more as "shared cataloging". It is something of both. Think about the need for finding out what is being published in the developing countries--the "bibliographically underdeveloped" countries--and the need to provide information about such publications and to place them under good cataloging control. The highly technical character of the work that we now do makes it difficult for these countries to participate directly or to get the greatest use from the work being done. And yet, there are real advantages here and now that they can derive. First, in those areas where we carry out regional acquisitions programs, we encourage the dissemination of information by the publication of accessions lists. We encourage the proliferation of publications by information to the rest of the world of what is available. We encourage growth in the publishing industries by increased sales. We contribute technical know-how indirectly by the level of the cataloging work done for our accessions lists and our catalog cards and directly by whatever technical advice our experts on the scene may be able to provide the local librarians. In certain instances the development of useful dialogues and personal as well as professional friendships have further encouraged increasingly important exchanges of information, technical library publications, and,

in the end, technical proficiency. Even the example set by the scope of our efforts may beneficially affect library thinking in the lesser developed countries. Encouraging is the conclusion of a soon-to-be-published study of NPAC prepared under the auspices of UNESCO by Dr. Herman Liebaers, Director of the Royal Library of Belgium. Dr. Liebaers concludes his intensive and revealing report with the following statement: "The shared cataloging program of the Library of Congress proves that there is even now sufficient compatibility in the world to ensure effective cooperation, but, as of now the United States alone is bearing the burden of this proof at the cost of great financial effort. We cannot really continue to count on the will and the resources of a single country to supply singehandedly a supranational bibliographic effort; we must consider the shared cataloging program of the Library of Congress as an example and a spur to us to improve our national bibliographic services and to review and change our present techniques in order to be able to contribute to a common pool . . . In closing let us recall again that not enough time has gone by to permit us to make a proper evaluation of the impact of the NPAC on countries outside the United States; however the reactions which the program has aroused in all corners of the world and at all professional levels, already show the importance of what is at stake."

The foregoing is truly signigicant as much by what it reveals of a disposition to contribute and share (which hopefully will be fostered and will continue to grow) as by its other implications.

Before I conclude, I should like to enter certain caveats and reservations into this presentation. There are undoubted advantages to centralized cataloging. There are also certain limitations.

G. G. Firsov, of the USSR, in an article on the importance of centralized cataloging that appeared in the UNESCO Bulletin for Libraries in 1967 covered some of these:

"Despite its many undoubted advantages, however, centralized cataloging has certain real disadvantages which cannot take account of local conditions or the particular requirements of individual libraries. Printed cards cannot meet the needs of all libraries to the same extent. Some do not find the headings used for the entries satisfactory; others require fuller bibliographical data. For some, the quality of the class marks or the subject headings used is unsatisfactory."

To these I might add other difficulties: the complications involved in providing the type of cataloging necessary for small public and school libraries; costs of a centralized service; speed of the service. All of these elements require further attention and work on the part of any agency concerned with a centralized national service. Attention must continue to be given to the specific requirements of specialized library users. No single centralized system can provide unique entries that simultaneously meet the needs of school children, scientists, casual readers, research specialists, technicians and others. The very diversity that sees the establishment of numerous professional library associations aimed at providing different channels of communication for specialized librarian rules out any universal prescription for all bibliographic ailments. At the same time, I expect that the old saw "nothing succeeds like success" will continue to hold true for this program. I trust that success will be the reward of those much maligned virtues, patience, and determination.

Since tonight's talk is a part of the University program for its centennial celebration, it seems fitting that I go back into the record almost 100 years. Here is Mr. John William Wallace, president of the Pennsylvania Historical Society, delivering the address of welcome to the first ALA conference on Wednesday, October 4, 1876, saying, "I see nothing which in coming years is to stand between the librarian and an issue upon him of books upon

books so vast and so uninterrupted that, unless he brings the benefit of something like science to his aid, he will be overwhelmed and buried in their very mass." Here is the young Melvil Dewey a few days later at the same conference, saying, "People on all sides are continually urging the great desirability of doing something. About once in so long, articles appear in different countries restating the follies of the present system of doing the same thing over a thousand times as we librarians do in cataloging books that reach so many libraries. But right here they all stop. There somehow seems to be an idea among certain leaders of our craft that such a thing is wholly visionally. At least there's failure to take any practical steps in the matter which seems to indicate such a belief. Now I believe, after giving this question considerable attention, that it is perfectly practicable... If we have sufficient faith to take the matter in hand I have full confidence that we shall make a success of this cooperative cataloging." And here, in communication to the American Library Journal, Vol. I, No. 10, 1877, Mr. Bassett Cadwallader asks for a national library system with a universal catalog; an organization to be established at the Library of Congress. Not only would each publication be cataloged and classified once, but each would be given a number. In fact, Mr. Cadwallader foresees the time when publishers would issue a distinctive number in each book printed, so that "the numbers of books would become synonymous with their names all over the land," and wherever another library obtained a book that was not handled by the central library, it would make a report to headquarters. In the same communication he also urges the printing of a catalog listing all of these titles, and the form he recommends is a dictionary catalog of authors, titles, and subjects in one series with full notes and cross references; this to be published in yearly supplements and then replaced by an entirely new cumulated edition as feasible. The union catalog idea is also brought into his visionary scheme of things.

So, perhaps we can say with Chaucer that "There is no new thing that it is not old."[1] Mr. Cadwallader even has an idea resembling present plans for a national serials data program.

Previously I said that we were still far from the millennium. But to the librarians and visionaries of a hundred years ago, today would most certainly appear to be the beginning of an era where the realization of dreams and the fulfillment of visions may at last take place.

Thank you.

[1]Ther is no newe gyse that it nas old.

This lecture was presented by Mr. Edmond L. Applebaum, Assistant Director for Acquisitions and Overseas Operations, Library of Congress, on February 18, 1970.

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